

THE COMPASS

JOURNAL OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS



25th

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THE WHITE HOUSE
WASHINGTON

May 10, 1946

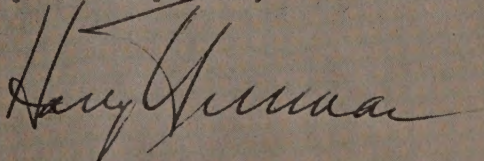
Dear Mrs. Conrad:

It gives me pleasure to extend to you and to the members of the American Association of Social Workers congratulations and good wishes on the occasion of the twenty-fifth anniversary of the founding of your organization.

During the past two decades this Nation has made considerable progress in the development of its social programs and community services. The willingness of the social work profession to assume new responsibilities in meeting increased demands for services which arise during periods of war or economic dislocation and the specialized knowledge and skill which it brings to bear on our social problems have contributed much to the social gains we have made.

I am confident that the social work profession and your association will continue to make their progressive and responsible contribution to the solution of the urgent national and international problems of the postwar world.

Very sincerely yours,

A handwritten signature in dark ink, appearing to read "Harry Truman", is written over a horizontal line.

Mrs. Irene Farnham Conrad,
President,
American Association of Social Workers,
130 East Twenty-second Street,
New York 10, N. Y.

AASW Members—As Revealed by 1945 Membership Census

By **David M. Schneider**, Member, AASW
National Committee on Research and Statistics in Social Work; Director, Bureau of Research and Statistics, New York State Department of Social Welfare

IT is particularly appropriate at this time that the American Association of Social Workers should sit for its portrait—a composite and statistical delineation though it be—to mark the twenty-fifth anniversary of its existence. “No profession ever makes its appearance full grown and mature,” says Esther Lucile Brown in *Social Work as a Profession*. “Like all biological organisms, it must undergo augmentation and development. Social work is no exception. If compared with the ministry, teaching, and medicine, it was late in being born.”

Thus, while social work as a calling may fall short, in some respects, of the stern definition of the term “profession” evolved by social philosophers, its shortcomings may be forgiven on the score of youth. But the youthful profession of social work has made rapid strides in recent years, and maturity is virtually “around the corner.”

The AASW surveyed its membership in 1945. A questionnaire was distributed to all members for the purpose of evaluating the maturity and status of social work as a profession, as evidenced by the characteristics of the present membership. Particular attention was directed to such basic factors as age, professional training, experience, and salaries. It was hoped that such information would prove useful in the formulation of policies and programs of activity. At the time of the survey, the Association had 10,602 members, who were affiliated through 98 chapters in 42 states. Complete returns were received from 6,344 members, or 60 per cent of the total membership. Geographically, the data were fairly representative of the total AASW membership, since there was but slight variation in the proportion of returns received from the individual states.

Association Membership

Almost a third of the group studied are old-timers who joined the organization during its first decade. More than half date their membership from 1935 or earlier, and by 1940, nearly three-fourths of the group had become members. The Association continued to grow steadily despite the new requirements for membership established in 1933, which included two years of college credit and three years of further training, including half a year's work in an accredited school of social work, for junior membership; and for full membership, one year's work in an accredited school

of social work, plus additional experience, or graduation from an approved university and a two-year graduate course in a school of social work.

A majority of Association members were also affiliated with other professional organizations, and a considerable number (nearly 27 per cent) were in the “joiner” class in that they belonged to two or more organizations in addition to the AASW. Forty members belonged to five or more other professional organizations.

TABLE 1. INITIAL DATE OF MEMBERSHIP IN THE AASW

Date	Number	Per cent
Total	6,344	100.0
Prior to 1926	837	13.2
1926 - 1930	1,027	16.2
1931 - 1935	1,416	22.3
1936 - 1940	1,406	22.2
1941 or later	1,473	23.2
Not reported	185	2.9





TABLE 2. MEMBERSHIP IN ASSOCIATIONS OTHER THAN THE AASW

Other Affiliations	Number of Members	Per cent
Total	6,344	100.0
None	2,594	40.9
One	2,048	32.3
Two	1,050	16.6
Three	470	7.4
Four	142	2.2
Five or more.....	40	.6

Age and Sex

Women outnumbered men almost five to one in the group studied. The average age of the entire membership was 41 years. Less than three per cent were under 26 years of age, while nearly 20 per cent had passed the half-century mark. The small percentage of youthful members may partly be attributed to the following factors: (1) it takes time to prepare for a social work career, (2) the consideration of dues payments may cause beginners in the profession with small salaries to postpone application for membership, and (3) it

is probable that a relatively small number of replies to the survey questionnaire were received from Association members in the armed forces and auxiliary services. The age distribution was about the same for men as for women, the largest concentration occurring in the group 31-40 years. The prominence of this age group may be attributed to the recruitment of many new workers during the depression years, with the expansion of relief activities and the development of social security programs.

TABLE 3. AGE AND SEX

Age at Time of Study	Total	Male	Female
Total Persons.....	6,344 ^a	1,108	5,204
Per cent.....	100.0	100.0	100.0
Under 26 years.....	2.5	1.0	2.8
26 - 30 years.....	9.4	10.9	9.1
31 - 40 years.....	36.4	45.7	34.6
41 - 50 years.....	27.0	19.2	28.6
51 years or over.....	19.7	19.3	19.7
Not reported.....	5.0	3.9	5.2
Median age (years).....	40.8	38.9	41.3

^a Includes 32 persons whose sex was not reported.



Type of Social Worker

The AASW members were asked to designate the professional category in which they belonged, regardless of whether or not they were currently employed in social work. Of the entire group, 54 per cent considered themselves caseworkers and 28 per cent, administrators. The remaining members, in order, consisted of community

organizers, group workers, research workers, instructors, and a scattering of health workers and students. The group designated as "administrators" may have been augmented by the fact that no sub-classification was provided for casework supervisors and consultants.

TABLE 4. AGE AND TYPE OF SOCIAL WORKER

Type of Social Worker	Persons		Median Age (Years)
	Number	Per cent	
Total	6,344	100.0	40.8
Caseworker	3,438	54.2	38.7
Administrator	1,756	27.7	44.3
Community organizer.....	401	6.3	44.9
Group worker.....	221	3.5	38.6
Research worker.....	127	2.0	44.6
Instructor	113	1.8	46.8
Health worker.....	27	.4	48.1
Student	16	.2	28.5
Other	100	1.6	44.5
Not reported.....	145	2.3	45.3



It was found that social work instructors constituted the oldest group, their average age being approximately 47 years. Administrators, community organizers, and research workers, whose activities entail leadership and guidance in social

planning, also constituted a mature group with an average age of 44 years, while caseworkers and group workers—the most numerous category—averaged not quite 39 years.

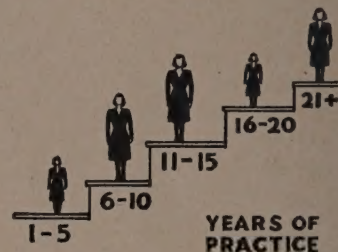
Length of Service

Members of the Association had, on the average, practiced social work for nearly 14 years. Only 14 per cent had been in this field less than six years, while on the other hand, one out of every five was a “veteran” with more than twenty

years of service. More than one-third of the group had been in social work for 16 years or longer. The returns indicate that Association members generally look upon social work as a permanent career.

TABLE 5. YEARS OF PRACTICE IN SOCIAL WORK

Years of Practice	Number	Per cent
Total	6,344	100.0
Less than 6 years	890	14.0
6 - 10 years	1,283	20.2
11 - 15 years	1,552	24.5
16 - 20 years	967	15.3
21 years or more	1,280	20.2
Not reported	372	5.8
Median (Years)		13.6



Educational Background

Robert P. Lane in *Social Work Becomes a Profession* describes the first social workers as “well-meaning people whose chief equipment was a religious desire to improve morals or help the

needy.” The present survey reveals a membership which has acquired far more tangible equipment in terms of both academic and special professional education.



TABLE 6. EDUCATIONAL BACKGROUND

Highest Degree Received ¹	Total	Professional Social Work Education					
		Doctor's degree	Master's degree	Certificate ²	No degree or certificate but some social work education	No social work education	Not reported
Total	6,344	41	2,092	1,236	2,252	557	166
Doctor's	145	41	24	16	25	36	3
Master's	2,629	..	2,062 ^a	159	297	81	30
Bachelor's	2,572	..	..	678	1,619	211	64
Special ³	32	..	6	4	12	9	1
None	828	..	..	340	260	189	39
Not reported	138	..	..	39	39	31	29

¹ Refers to highest degree received, whether in social work or another field.

² Includes those with bachelor's degrees in social work.

³ Includes degrees in law, divinity, and medicine.

^a Includes 79 persons who had a master's degree in social work and in other fields.

At least nine of every ten AASW members have had some formal training in social work with more than half of these holding a bachelor's or higher degree, or a certificate in social work. Most of the members having social work education reported supervised field work as part of their training. Among those without accredited social work education (about one-tenth of the group), at least six out of ten held bachelor's or higher degrees, including master's degrees or doctorates in philosophy, medicine, law, or divinity. The great majority of the group reporting no formal social work education were in the oldest age group (over 50 years), with long years of experience in social work to their credit. Among these are the original caseworkers and teachers, the pioneers of the profession. It has been said that "education for social work began in this country not in the classrooms of universities, but in the offices of social agencies over forty years ago."

The membership of the Association includes former students from all the accredited schools of

social work in the United States. Nearly 4,000 members, or more than two-thirds of those having special training, were associated with 12 American schools. Each of these schools claimed more than 100 members. Forty-two other schools in the United States trained an aggregate of 1,393 persons, with only 11 members having studied in foreign schools.

The attendance of the Association members at the twelve leading schools was as follows:

School	Attendance
New York School of Social Work.....	986
University of Chicago.....	877
Western Reserve University.....	397
Pennsylvania School of Social Work.....	290
Smith College.....	285
Simmons College.....	221
University of Southern California.....	174
Tulane University.....	157
University of Minnesota.....	156
Washington University, Missouri.....	151
University of Pittsburgh.....	136
University of California.....	122

Current Employment

Of the membership reporting, 5,217 or 82 per cent were currently employed in social work, while 1,069 were not employed in this field of activity. A small group of 58 individuals did not indicate their employment status. Of the group not currently in social work, 234 were in military service and 133 were full time students in social work schools. The remainder were employed in fields other than social work, were retired, were occupied as housewives, or were actively seeking employment in the field of social work.

Of the 5,217 members employed in social work, nearly 40 per cent were associated with public agencies. Most of these were in the employ of state and local governments. Three out of five members were employed by private agencies—family welfare societies, child care agencies, settlement houses, the American Red Cross, the Travelers' Aid Society, and many other agencies.

Local agencies, public or private, claimed the services of a considerable majority (over 3,300

persons). Approximately 900 were working in public or private agencies at the state level and nearly 650 at the national or regional level. Some 50 members were engaged in welfare services of international scope. Nearly 250 others were employed in colleges.

A classification of the membership by principal field of activity reveals that the majority (2,729 out of 5,217) were engaged in public assistance or family and child welfare services. Second in rank was community organization, with 410 workers reporting such activity. Other fields included medical social work, with 376; psychiatric social work, 308; teaching of social work, 229; recreation and group work, 174; administration of welfare institutions, 165; probation, parole, and court work, 131. Fields of activity represented to a lesser degree were social research, social work with school children, public health, international relief and rehabilitation. Thus the membership in general represents a rather broad area of skills and interests.

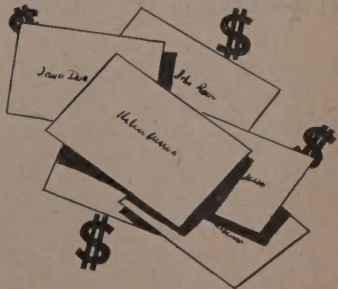
Salaries

The remuneration in the field of social work is modest when related to such factors as education, specialized training and experience. The

following table gives the average salaries of the AASW members in relation to age and years of practice:

TABLE 7. ANNUAL SALARIES

Years of Practice	Median Age	Median Salary
Total	41.9 years	\$2,878
Under 6.....	29.8	2,218
6 - 10.....	36.3	2,654
11 - 15.....	38.6	2,926
16 - 20.....	46.3	3,119
21 or more.....	54.9	3,479



It will be observed that the annual salary of the average Association member, 42 years of age, is \$2,878. At age 30, his stipend is about \$2,200; at 46 it has increased to \$3,100, and at 55, to nearly \$3,500. The figures in the table may also be translated in the following manner—with an average salary of \$2,218 in the first five years of service at current rates, a social worker may look forward to about \$2,900 after ten years of service, and to an income of \$3,500 after 20 years of practice.

The average (median) salary of caseworkers is \$2,259; supervisors, \$2,779; and administrators, \$3,732. The highest salary levels are attained in the field of community organization, in which 44 members among 410 persons in community organization included in the survey received \$7,500 or over. In all, there were 114 persons in this salary group. Social research and teaching of social work were among the fields offering somewhat better compensation than the average.

Data on salaries were not available for comparable positions in social work, but striking dif-

ferences were revealed when salaries received by men and women were considered in relation to general levels of responsibility. Salaries for men were generally higher than those for women. Among the group of caseworkers, for example, the average annual salary for men was \$2,577 as against \$2,244 for women; for supervisors, \$3,108 as against \$2,760; and for administrators \$4,695 as compared with \$3,517. This difference in compensation was noticeable for both public and private employment. There was a tendency for the disparity in salaries between men and women to become even more pronounced with an increase in years of practice.

In considering compensation in general, one should bear in mind that the social workers included in this study are a selected group with respect to professional training and experience, and therefore undoubtedly receive higher salaries than American social workers in general, who number about 70,000 according to the 1940 census. It should further be noted that these salaries represent income whose real value must be interpreted in terms of present price levels and living standards.

Conclusion

Despite more exacting qualifications for membership established in 1933, the Association has enjoyed marked growth, particularly in the past decade. A successful striving toward standards approaching those of the more established professions is reflected in the high level of professional and academic training. In the matter of compensation, the findings are less encouraging. Salaries of social workers, particularly those of women, appear to be rather low considering the

qualifications and experience of a selected group such as that represented by the AASW.

The Association embraces in its membership a wide variety of social work activity and a considerable fund of mature experience. It is thus well equipped for its role of leadership in maintaining high professional standards and in contributing substantially to the development of services in line with changing concepts in the welfare field.

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The First Twenty-five Years of the AASW

By Frank J. Bruno,¹ Emeritus Head, George Warren Brown School of Social Work, Washington University, St. Louis

IN common with most organizations, the American Association of Social Workers owes its creation to several factors. First, in point of time, was the National Conference of Social Work at whose sessions the professional implications of social work had been discussed for over a decade. At its meetings, also, the various groups had met to discuss the possibilities of forming a professional association. Then, during the first two decades of the century, clubs of social workers were formed in a number of urban centers, such as the Monday Club at Boston and the Hungry Club at Pittsburgh. These proved the value of social workers getting together to exchange ideas on the many questions involved in a rapidly expanding and very new vocation. Then on November 11, 1918, the First Armistice Day, a group of nationally prominent social workers met in New York on invitation of the editors of *The Survey* to consider the formation of a national social workers' association. The group went so far as to appoint a committee on organization which was to report at the next meeting of the National Conference of Social Work.

Historical Background

These widely separated movements were evidence of the emerging self-consciousness of the professional character of social work, although none of them was actually the agency from which the professional association sprang. Historically, credit for its origin belongs to what was known as the Intercollegiate Bureau of Occupations, organized in 1911 by the New York alumnae of several colleges to furnish vocational guidance to young women arriving in New York seeking vocational opportunities. Such a large number of its inquiries was about social work, and the

unstandardized condition of the field presented so many knotty questions, that a separate Department for Social Workers was set up within the Bureau in 1913.

The Department was open to men as well as to women, and practicing social workers throughout the country were invited to join. It proved a focal point to rally the growing professional consciousness of the personnel in social work, so that by August 1917, the Department separated itself from the Intercollegiate Bureau and became the National Social Workers Exchange. In the four years that elapsed between its formation and the organization of the American Association of Social Workers, the emphasis of the Exchange shifted from placement only, to matters of professional concern, such as the definition of what is a social worker. The need

for such a definition was apparent in view of the wide diversity in the functions of practitioners. It is a significant commentary on the complexities of the services which social workers render that the problem of definition is still unsolved.

There was also the question whether the new association, which by this time it was presumed would grow out of the Exchange, should consist of individual members or of agencies and individuals.

The members of the Exchange met annually at the National Conference of Social Work; committees were appointed on these and other matters, such as the form of organization to be established, whether paid personnel only should be eligible for membership, or volunteers also should be included. A moot question was whether it might be possible to finance the proposed association exclusively on dues from memberships with the associated question of how radically it would need to retrench its activities if it renounced the gifts from foundations and wealthy donors which met the bulk of the expenses of the Exchange.

¹ I am indebted for much of the data contained in this paper to a thesis by Walter B. Johnson on *The History of the American Association of Social Workers*, written in 1937 in partial fulfillment of the requirements for the Degree of Master of Social Work at the George Warren Brown School of Social Work, Washington University, St. Louis, Mo.

In the summer of 1920, the Executive Committee of the Exchange appointed a Committee on Reorganization. It met many times during the next year and was prepared to make its recommendations which were finally submitted to the membership in June 1921.

The Association Is Established

It was decided that the membership should elect a Central Council of 60 members and the officers. The Council would appoint an Executive Committee. The functions of the Association were to be placement, recruiting, job analysis and information service. The objectives of the Association were to be (1) to develop professional standards of social work, (2) to encourage adequate preparation and professional training, and (3) to develop a better adjustment between workers and positions in social work. The publication of *THE COMPASS* was authorized in December 1920, and it has continued to be the official organ of the Association. Finally, on June 27, 1921, the new Association was launched by vote of the members of the Exchange attending the meeting called at the Milwaukee Conference, with the election of C. C. Carstens as its first President. The spirit of the decision made at that time was excellently summed up, as follows:

We are, and are to be, a professional association of social workers. So much is settled. We are to undertake certain specific functions which social workers have agreed to be necessary to their professional development. So much is also decided. But the "how" of financing these projects, the decision as to who is and who is not eligible for membership, the form which our nationwide organization is to take, the actual task of building up an organization and a staff—these problems still confront us.²

Plan of Organization

The first plan of organization was an annual meeting of the Association which elected the officers and members of the Central Council, and the Membership Committee. The Council elected five of its members who together with the officers constituted the Executive Committee. The Executive Committee in turn appointed all committees, except that on Membership.

This structure proved unwieldy, and uncoordinated. There was never a majority of members present at the annual meeting. The time allowed for it at the National Conference was wholly inadequate for the volume of work it had to perform, although it was the policy of the Conference to clear a half day of its week for the exclusive use of the Association. The device of the Central Council proved cumbersome. The Association

could not afford to pay the expenses of its members to meetings and it rarely happened that a majority of the Council was present at any one time. The same limitation of time which stultified the efficiency of the annual meeting affected the meetings of the Council. Consequently the burden of the business of the Association fell on the Executive Committee which was compelled to assume responsibility for decisions which constitutionally belonged to the Council and the annual meeting.

One of the weaknesses of the Association's structure was that there was no effective way to secure participation of its members on the local level. They had a relationship with their National Association but none with one another in their own community. There was no provision for chapters in the original plan, and their formation was brought about really in spite of rather than at the initiative of the national agency. The local clubs, which in most communities in some form or other antedated the Association, were the nuclei of the local chapters. They, in turn, faced certain irregularities which had to be eliminated, as they usually included many who could not qualify for membership in the Association, and a few of them limited their memberships too narrowly to serve as local chapters of the professional association.

Formation of Chapters

Within two years the national body had codified its regulations governing eligibility of local groups to become chapters of the Association. The first chapters, Boston and New Bedford, were granted charters in the fall of 1922; later in the year the Seattle-Tacoma and the Cleveland Chapters were admitted. Chapter expansion was rapid and in 1923, sixteen chapters came into existence. The value of chapter organization is indicated by the fact that there are now 98 chapters of the Association in 42 states, and in Hawaii and Puerto Rico.

Reorganization of Structure

Cooperation between chapters and the national Association in the early days of the relief crisis of the 1930's resulted eventually in solving the administrative impasse under which the Association had been struggling with the Council and the old Annual Meeting set up. The following excerpt from an article on the Historical Development of the Delegate Conference (*THE COMPASS*, February 1937) gives interesting background on the first Delegate Conference:

How many recall the session of the Executive Committee at Cleveland in 1930 when a public statement was issued on the subject of unemployment and relief? How many remember the Commission on Unemployment authorized at the annual meeting of the AASW in session at the time of the 1931

² Harrison, Frances, *The Growth of a Professional Association, American Association of Social Workers*, New York, 1935, p. 6.

National Conference of Social Work? How many remember the salient points of the report of this Commission? How many of the chapter chairmen recall the questionnaire on the need for federal relief circulated during August 1931, or the content of chapter opinion on this subject?

How much do members recall of the activities of the Social Work Conference on Federal Action? The Steering Committee of this group? The hearings before the Subcommittee on Manufactures in the Senate? The defeat of the first Costigan-La Follette Bill? And chapter voting on the question of supporting the measure?

Although these incidents were vital issues five years ago there are probably very few members who could recall from memory their sequence or significance or their relation to the first Delegate Conference. The files of the national office reveal, however, that these activities did influence to some degree the thinking of the Executive Committee and that the calling of the first Conference was a logical step rather than a coincidence.

The device of calling a conference of delegates from the chapters cut across organization structure. The results of the experiment were so strikingly significant in the area of possible structure, and the reactions of the chapters to such a method of expressing their judgments were so favorable as to suggest the solution for the clumsy structural form of the Association. In the April 1934 issue of *THE COMPASS* a proposed radical revision of the bylaws was announced to the membership and these revisions were adopted at the Annual Meeting in Kansas City. Officers and members of the National Board and Nominating Committees have since that time been elected by ballot of the membership, thus doing away with the unrepresentative character of the electorate present at the annual meeting; a Delegate Conference meeting annually was formed as the policy making body, while administrative responsibility was placed in the Board. The bylaws for the first time included a definition of chapters.

This new structure has proved efficient and representative, affording means of expressing the judgment of the membership in a way not possible before. However, one defect, at least, remains in the set up. Members living in areas in which there are no chapters cannot speak directly to the national body on matters of policy and on the choice of their representatives to the Delegate Conference. This is a defect which can be remedied, even if only formally, by the creation of a state chapter in every political jurisdiction served by the Association. There are a few state chapters and they differ in structure, but it is hard to see how any device will neutralize the

handicap of distance under which workers in rural and sparsely settled areas operate.

The First Requirements for Membership

The most puzzling matter facing the founders of the Association was the establishment of criteria for eligibility to membership. An examination was discussed and rejected. Education, both general and professional was thoroughly canvassed. Professional education was in its infancy, and it would have been unrealistic to lean heavily upon it. Probably most of the charter members (those who had been transferred from the National Social Workers Exchange) would not have been able to qualify under such a test. Two general phrases were finally used to describe persons eligible for membership, "professionally concerned with problems of social organization and adjustment," and "ethical standards of character." The major specific requirement for full membership finally filtered down to current employment in an approved social agency, and an attempt was made to protect that by modifying it so as to read, "an agency of recognized standing." It was left to the Membership Committee to define "recognized agency" by its decisions on individual applications. In the belief that more formal education could be required of younger practitioners, four years of college were called for in the requirements for junior membership. For both classes of membership, fewer years of experience were required if the applicant had had professional education in a school of social work.

The Requirements Are Revised

From the first it was agreed that the standards were too low, and that as soon as the number of graduates from professional schools warranted, professional education should be a specific criterion. In 1926, William Hodson, who was then President, appointed a committee to revise the requirements. The committee reported in 1928, and the report was rejected. Coming again to the Annual meeting in 1929, with substantially the same recommendations, which had in the meantime been thoroughly discussed in the chapters, the report was accepted by a close vote.

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certain amount of field work under the same educational auspices, was the significant addition to the membership requirements, which went into effect the next year for junior membership and four years later for full membership. The latter blanketing-in period was allowed so that chapters could make every effort to recruit those who were eligible under the experience requirements. As the length of time one may remain a junior member is limited to five years, the effect of the present standards is to require all members to take a year's work in an accredited school of social work, with a specified minimum of field work.

The schools of social work on their part were struggling with admission requirements and with the level on which their professional courses were to be given. In 1937, they ruled that professional courses should be given exclusively on the graduate level. Practically, that wiped out the provision of two years of college contained in the Association's criteria for membership since at the present time the AASW accepts as "approved technical social work courses" only work taken in a member school of the American Association of Schools of Social Work.

A serious defect has become increasingly apparent in the membership requirements, and there seems to be no single remedy. The curricula of professional schools are concentrated largely in social case work and its application to various fields. But areas in social work, especially group work, recruited its personnel from other sources, such as progressive education, church schools and colleges of the YMCA. Some rectification has been made lately by including courses in group work in the professional schools but this is almost a current movement, if not a hope for the future. In other functions of the social services such as administration and community organization, the schools of social work are often by-passed by those who select practitioners for those areas.

Financing the Program

One of the most important incidents in our history was the so-called Providence Resolution passed at the first anniversary meeting of the Association by which the Association resolved that after the first of January 1925, it would finance itself wholly from fees and subscriptions from its own membership. This showed great faith in the future of the Association considering that the financial statement for 1922 showed total income of just over \$47,000, of which foundations and non-members contributed \$25,630; less than \$22,000 came from members, and of that amount, at least \$2,000 was contributed by twenty members, who in the enthusiasm of the Providence meeting pledged themselves each to give \$100 a year to the Association to insure its success. Some of the pledges continued for years.

It was recognized that the Association could not take this radical step without an equally radical definition of its functions, and so it decided to disassociate the vocational service from the Association and this was done as of January first 1927.

Program Activities

Probably the most dramatic activity of the Association was its work with the Costigan-La Follette Committee of the United States Senate in the early years of the Great Depression. Under the leadership of its Committee on Government and Social Work, it arranged for notable hearings, presenting data and recommendations on the need and manner of federal participation in the care of the unemployed. Although up to 1933 these recommendations failed of passage, they did establish the structure on which the relations between federal and state authorities could develop, and laid much of the groundwork for the legislation passed in the first term of President Roosevelt.

Less dramatic but none the less significant has been the Association's work in defining and promoting good personnel standards in social work.

The functions of the Association are implemented by committees, some standing and some special. In the early days there were committees on Extension, Recruiting, Research, and Publications. This latter function has been steadily active and has produced some outstanding books, such as the job analyses in four of the fields of social work. The publication of "This Business of Relief," the papers of the Delegate Conference of 1936, is a classic in describing the new philosophy and new methods advocated in handling the perennial dilemma faced by the workless. In the dual field of employment practices and personnel standards pioneer steps have been taken in the very difficult fields of competence and professional responsibility, tenure, grievances, and in some sectors, such as the definition of good agency practice, real advance achieved.

The nemesis in the field of functional activity is that the Association attempts too much. It has been acutely aware of this danger and from time to time the National Board has attempted to strip its activities to realistic possibilities, but social work moves from one crisis to another and in spite of the firmest resolutions, it is difficult to ignore the most recent crisis. The decisive steps taken by the National Board in March 1945 and again in March 1946 in selecting a few major projects on which to concentrate attention is a wholesome development. The proposal to the 1946 Delegate Conference for an increase in national dues in order to finance the Association's expanding program and the Conference's wholehearted support of the Board's recommendations are further evidence of maturity on the part of the Association.

Twenty-five Years of Professional Education for Social Work—and a Look Ahead

By **Marion Hathway**, Professor of Public Welfare, School of Applied Social Sciences, University of Pittsburgh, Pittsburgh Pennsylvania

GLANCING back, one sees in the twenty-five years of education for social work a consistent and steady development in purpose and method, of which both practitioners and educators can justly be proud, but in which they cannot be complacent. For glancing ahead, one sees in our limitations and in the expanding and pressing needs of the profession a challenge which will test our combined efforts in a way that we have not yet known. Reviewing twenty-one years of education for social service at the University of Chicago in 1941, Edith Abbott began by indicating two ways of appraising one's work; first, by reporting how much has been accomplished with a limited budget, and second, by accepting how little has been achieved in comparison with the field to be covered.¹ In surveying by quick succession the events in our national history, the expansion and changes in the field of social work and the growth and development of a disciplined educational process, one is mindful of Miss Abbott's wisdom in concluding that both approaches must be utilized if a true picture is to be presented.

Social and economic forces far reaching in character have been at work through this period, but only in recent years have they come to be understood. Twenty years of the greatest industrial expansion in our history had ended just as we entered the first World War. Caught in the whirlpool of the war economy, we did not realize how greatly industrial technology had changed the whole basis of human relationships. Social controls were slow to be applied. The reconversion period of the twenties created inflation and false prosperity, climaxing in the greatest economic collapse of our history.

Some beginning in the area of social security had been made in the first quarter of the century. Workmen's compensation, minimum wage, child labor provisions, old age pensions, and aid to dependent children had been established in an encouraging number of states. World War I checked these developments and it was not until the decade of the thirties that some were again picked up and made part of a permanent social security framework, with foundation laid by the

Social Security Act of 1935. The movement had not begun to keep pace with industrial changes, when the nation, by that time firmly a part of the world community, was again involved in conflict arising from the clash of international economic interests. With the end of World War II has come the discovery of atomic energy, whose impact has revealed shocking imperfections in our social structure through which human beings are trying to control forces which can make or break their destiny. This, then, is the social and economic setting of the past twenty-five years of growth in the social services and in preparing personnel for their needs.

The Picture Prior to 1930

The expansion of social services during the period of the first World War greatly stimulated the organization of practitioners in the years which immediately followed. Preceded by the work of the National Social Workers' Exchange established in 1917, the American Association of Social Workers was organized at Milwaukee in 1921. The American Association of Medical Social Workers was founded in 1918, the American Association of Visiting Teachers in 1919, and the American Association of Psychiatric Social Workers in 1926. Five schools of social work had been in existence since 1910. Many more had their origin during the war period when the American Red Cross granted subsidies to certain colleges and universities which established training programs to meet the needs of the expanding home service division of the American Red Cross. These "educational projects" as Frank Bruno has described them, numbered between fifteen and twenty by 1918, located in an area roughly bound by Boston, St. Louis, and Richmond, Virginia. "Each went its own way; there had been no consultation between them, although it must not be assumed, of course, that there had not been correspondence or exchange of ideas."² The Association of Training Schools of Social Work was formed in 1919 with seventeen schools as charter members and has since become the American Association of Schools of Social Work, now numbering 46 schools.

¹ Abbott, Edith. "Twenty-One Years of University Education for The Social Service, 1920-1941," *Social Service Review*, December, 1941, pp. 670-705. University of Chicago Press.

² Bruno, Frank J. "Twenty-Five Years of Schools of Social Work," *Social Service Review*, June, 1944, p. 154, University of Chicago Press.

Developments in the social services during the thirties were rapid and far reaching in significance. Prior to these years, assistance and welfare services in this country had been primarily tax supported. Yet assistance to families and individuals was principally local, except where counties and states were partners in programs of economic assistance to dependent children, the aged and the blind. Institutional services in behalf of the mentally ill, the offenders, and physically handicapped generally were provided by the states. In financial support, the combined efforts of the states and local communities quite overshadowed private contributions and endowments. Yet standards of service, administrative organization, and personnel selection presented a kind of crazy quilt in design. Here and there were outstanding examples of sound public welfare practice; certain states had assumed and maintained leadership and the contributions of individual leaders from the public welfare field had been notable in the entire national welfare structure. At the same time, lack of progressive legislation, lack of a sound fiscal policy, and the absence of merit selection had prevented the development of anything like a well-rounded picture of public assistance and welfare services in the nation. Privately supported agencies, although limited in scope and concentrated principally in the larger urban centers had been able to exchange information, establish general standards of practice, and to formulate methods of services to individuals and groups which were all out of proportion to the actual scope of obligations they had assumed.

The Emergence of Federal Responsibility

Federal responsibility in the field of public welfare in the 1930's reversed this picture in a way that must be clearly understood if developments in professional education of this decade are to be viewed in their true perspective. Unemployment assistance became a federal responsibility, through the Federal Emergency Relief Act of 1933, and was replaced by the partnership of the states and the federal government under the Social Security Act of 1935. Since that time in varying degrees the federal government has carried a range of responsibility for study, for consultation and participation in plans, that was unknown except through the remarkable record of the United States Children's Bureau during the previous two decades.

With federal participation in programs of economic assistance alone have come three results which are highly significant. First, in order to obtain federal aid, the states have been asked to extend programs to all political subdivisions. Second, certain very general safeguards of eligibility have been prescribed from which the participating states cannot deviate. And third, the selection of personnel has been established on

a merit basis. In the administration of old age survivors insurance, complete responsibility has been placed with the federal government. Under the tax offset provisions, unemployment compensation is state administered, but the role of the federal government in general policy making is accepted. The variations of these relationships are not the concern of the present discussion. It is sufficient only to say that the social security structure, even in its preliminary stages, has established the administration of programs of income maintenance on a career basis and has become the focus of the interest of the practitioners and educators in the entire field of social work. Professional education of the future then must be viewed within a framework of private and public responsibility where an increasing balance of power is in the hands of public authorities.

Professional Education in the 1930's

While there had been exchange of information, it was not until 1932-33 that the schools of social work reached sufficient agreement to adopt a "minimum curriculum" as one of the requirements for membership in the national Association. The charter member schools had merely met the criterion of "any educational institution maintaining a full-time course of training for social work covering at least one academic year and including a substantial amount of, both classroom instruction and supervised field work." Membership requirements had become somewhat more formal by 1927, but the minimum curriculum in 1932 and membership standards binding on all schools in 1934 were the principal milestones of the early thirties. In 1932, when enrollment data were first compiled, the schools reported 3,112 students, with 2,863 "majoring" in social work and with 189 higher degrees granted.

The establishment of the professional curriculum at the post-baccalaureate level in 1937 placed professional education for social work on a high standard of educational achievement. Graduation from an accredited college or university plus two years of professional study leading to the master's degree or professional diploma made clear that practitioners and educators together had accepted a liberal arts education as the best preparation for professional study and two additional years as preparation for professional practice. These standards were based on the nature of the responsibility to be carried by the professional social worker. In this decision is found one of the greatest problems with which the field of social work, both public and private, has had to struggle in the years which followed. The social work profession has been caught between its desire to prepare personnel according to a very high standard and its inability to recruit a sufficient number of college graduates who would accept the salary limitations imposed by the field after the two long years of expensive graduate education.

In behalf of the standards fixed by the schools and the practitioners, it may be said that ten years of experience with the graduate level of professional instruction have passed without any substantial challenge to its validity. This is true in spite of the discussion of undergraduate professional curricula by representatives of certain land-grant colleges and universities and in spite of the organization of a new accrediting association, known as the National Association of Schools of Social Administration. The employing agencies have given little if any encouragement to shifting the professional curriculum back to the undergraduate years. They have, however, added the weight of their influence to a growing demand that pre-professional education be studied with particular reference to the place and content of teaching in the social sciences.

Emphasis on Social Science in Undergraduate Program

The interest of the professional schools in the social science teaching in the undergraduate years is coincident with renewed activity on the part of the social science faculties in the liberal arts colleges in a reshaping and a synthesis of subject matter. Following the work of a series of committees on the pre-professional curriculum, chaired successively by R. Clyde White of Western Reserve University and Anne Fenlason of the University of Minnesota, the American Association of Schools of Social Work obtained a small grant from the Field Foundation for the development of advisory service to colleges and universities interested in study of a pre-professional sequence which would more effectively prepare for the professional school of social work or for positions open to college graduates without professional preparation. Although necessarily of short duration, the work of Mary Sydney Branch of the University of Chicago, who undertook this assignment on leave of absence from the School of Social Service Administration, has brought the whole field of professional education and practice closer to a realization that the college graduate who has mastered social science subject matter within a liberal arts education is really the answer to the agency needs which cannot be supplied as yet from the professional schools.

Within the professional schools themselves, progress towards an integrated curriculum which prepares for practice in the field of social work has been remarkable, judged by any reasonable standards, especially in the light of what Mr. Bruno has recently described as the "pitifully" small budgets of the schools and in the light of pressure from special interests in the field of practice which have stated effective arguments for modification and change. Naturally the major influences on curriculum building have come from the changes in the social services and from the cooperative action of the now forty-six schools,

all now affiliated with institutions of higher learning and working through the American Association of Schools of Social Work.

Expansion of Social Services Taxes Educational Resources

In the social services, an important turning point was reached when social work became identified with the administration of unemployment relief, which at its peak touched the lives of some twenty-five million American citizens. Later, as the Social Security Act was put into effect and the function of social work inseparable at least with the public assistance, maternal and child health, crippled children and child welfare services, social work was recognized as having a specific function in a national security system designed in the words of the late President Roosevelt to protect the citizens of this country against "certain hazards and vicissitudes of life." The place of social work had been acknowledged in hospitals, in schools and in mental health clinics many years before, but there is something in the very magnitude of the social security system which makes this recognition take on a deeper significance, for here is something that touches the citizens of the entire nation, north, south, east, and west, urban and rural, territorial, and insular possessions.

The use of social work in the armed services carried this movement one step further. Although the use was obviously a very limited one, it became a natural resource available to the ten million men and women who at one time or other were in uniform. In a recent article appraising the war's effect on social work, Kenneth Pray describes this movement as "the growing recognition of its (social work's) availability and usefulness to people of every social and economic stratum of society."³

This new recognition of social work as a democratic institution of society, as an expression of collective responsibility for all citizens of the nation, has, however, brought the schools of social work to feel occasionally overwhelmed by the needs of the field. The schools, only 46 in number and enrolling according to the count of November 1945, only 4,321 students and with every graduating student showered with varied and numerous job opportunities, have frequently wondered "for what should we prepare our students?"

Ideally we see professionally prepared workers recruited for positions of visitor or group worker in the social agencies, both public and private. Realistically, however, we see two things: First, in the public assistance and public welfare field, professional preparation at best recognized in selection of supervisors, consultants, and workers

³ Pray, Kenneth L. M. "Analysis and Appraisal of Changes in Social Work Practice and Function During the War Years." *THE COMPASS*, March, 1946, pp. 3-7.

in the specialized fields of psychiatric social workers, medical social workers, and child welfare workers. For visitors-in-training or visitors, college graduation becomes the only reasonably attainable goal. Second, in the field of private agencies' services, discussions by leaders during recent years are highlighted by "personnel shortages" and by increasing use of "case aides," a title applied to the college graduate without professional education. Always these discussions emphasize the war pressures and express confidence that the post-war period will convert the situation to a pattern in which their pre-war standards of professional education can be applied. Yet there are few signs on the horizon to substantiate this hope. Sobering indeed is a recent comment of Leona Massoth, executive secretary of the American Association of Schools of Social Work: "The number of positions available in the field of social work requiring professionally prepared persons is increasing at a much more rapid rate than is the number of social workers with professional preparation."⁴

Social Agencies Assume Responsibility and Support Education

If the persistent gap between demand and supply is squarely faced against a background of professional concern for the entire field of the social services, there are clear implications for the agencies and the schools. Their recognition in the public field is encouraging. The Public assistance agencies, for example, with their mandate for coverage and dependent as they are upon merit system selection, which has been too restricted by residence requirements, are accepting the need to plan for the use of personnel in the visitor ranks, which for many years to come will be drawn from the supply of those equipped at best with four years of college preparation. From a limited but increasing supply of literature on "staff development" both from the Bureau of Public Assistance, Social Security Board, and from the United States Children's Bureau, we begin to see a framework in which an entire staff is envisaged in planning. An orderly progression from the use of in-service training to educational leave for study in a professional school of social work, from which the individual may return to the agency, eligible for promotion to supervision or consultation or to the special services, such as medical social worker or child welfare worker. At the same time, personnel with professional qualifications are inducted at these levels.

Although not to the same degree, the trend can be identified in at least a few private agencies, notably in the group work field. The National Girl Scouts Organization, for example, has a

staff development program, in which educational leave for professional study plays an increasing part and the National Board of the Young Women's Christian Association is believed to be formulating such a plan at the present time. Limited use of educational leave was made by the American Red Cross during the war period.

For the schools, the implication of the personnel crisis in the field is that for some time to come, they will prepare students either for responsibilities of consultation or supervision or for very early promotion to these levels. To an encouraging extent, this has already been recognized by the schools preparing for the group work field, as an examination of the recommendation of the Conference of Professional Schools of Group Work will indicate. Only to a slight degree as yet is this true of schools preparing primarily for the case work field, although an increasing number of schools offer courses in "supervision" in their regular programs.

The question is more fundamental in the curriculum planning of the future. Will the administrative process in social work be increasingly recognized and thus permeate the preparation of students from the first to the last quarter or semester of the school experience? The next twenty-five years of professional education will, it is hoped, record this an accomplished fact. For many years, the schools have offered courses in "the administration of social agencies" or "principles of administration," planned on the sound conviction that all students should know something about the structure and operating practices of social agencies. Usually, however, such courses are offered just before the student graduates and frequently have seemed to the student to be related to the uncertain and distant future when he might become an executive. The analysis of personnel functioning in the total field included in the previous paragraphs suggests to the schools that the student from the very beginning should begin to integrate the administrative process within his preparation. To this end, Karl de Schweinitz, drawing on his rich experience and recent studies for the Social Security Board, has made a great contribution with his concept of "administration, the fourth estate."

Leadership of American Association of Schools of Social Work

Turning now to those influences on the preparation of students which have emanated from the cooperative efforts of the schools of social work, we find the American Association of Schools of Social Work taking increasing leadership, especially in the last fifteen years, in studying curriculum content, formulating minimum requirements, suggesting new areas for exploration and means by which subject matter might be adapted

⁴ Massoth, Leona. *The Extension of Resources for Professional Education in Social Work*, American Association of Schools of Social Work, November 1, 1945.

and integrated with the total curriculum in the light of changes in the field. Milestones in this history have been the Minimum Curriculum in 1932, which was little more than the listing of separate courses by classifications to which first new schools and later the older and charter members were asked to subscribe. When, through a small grant from the Josiah Macy Foundation, a part-time paid secretary was employed and visits to the schools were made possible, the Association was disturbed to find the extent of variation within the standards of the programs. Subsequently, a somewhat larger grant was obtained from the Rockefeller Foundation and a comprehensive study of the preparation for the public social services as offered by the schools was made. The grant also made possible in 1942 a brief study of the personnel needs of the war period and their impact on the schools. Along with these special activities, the whole process of committee study and school evaluation was accelerated by the employment of a full-time executive secretary. General curriculum study was carried forward continuously and resulted in important changes when the report of the Curriculum Committee was accepted in 1944. This action substituted for the listing of courses in the Minimum Curriculum eight subject areas which all member schools were asked to provide in the educational program. Further study process has since been initiated.⁵

Professional Associations Work Together

The review of the various activities in the field of professional education during the past twenty-five years supports the need for closer working relationships between the various professional associations involved in the process. In 1941, after some preliminary discussions with the American Association of Social Workers, the American Association of Schools of Social Work took leadership in inviting the American Association of Social Workers, the American Association of Medical Social Workers, the American Association of Psychiatric Social Workers, and later the American Association for the Study of Group Work (not at that time a professional organization but the only national body representing the field of group work), to become members of an Inter-professional Committee on Professional Education, whose focus was to be the discussion of common problems of preparing for the specialized fields of social work and the study and approval of the specialized curricula in the schools already approved for membership in the American Association of Schools of Social Work. Because this committee gave promise of cooperative activity, it became the nucleus for the War-

time Committee on Personnel, which functioned with staff service from the American Association of Social Workers throughout the war period. The activities of this committee were many and various, outstanding among which was liaison with the federal agencies concerned with recruiting personnel for the civilian war activities. The Office of Community War Services and the War Manpower Commission were the principal ones served. Perhaps the important contribution of this committee is that it became a single representative group around which could be focused the problems of recruiting and selection which beset the public and private agencies during the war period. The separate professional associations were brought together as never before and the ground work laid for cooperative effort and integration of common activities which augurs well for the future. An example is a more unified approach to the question of registration and licensing in the field, which has become one of the objectives of the American Association of Social Workers.

Accrediting Specialized Curricula

The American Association of Medical Social Workers, which this year celebrates twenty years of activity in the field of education for the special area of medical social work, has worked effectively with the American Association of Schools of Social Work on questions of accrediting the special curriculum. Without a budget for an executive secretary, the American Association of Psychiatric Social Workers has attempted to do the same thing but under increasingly difficult circumstances, as the number of specialized curricula has been increasing and with them, more and more requests for study. Recently the American Association of School Social Workers has received a special grant of money which will make possible the appointment of an executive secretary. The American Association of Group Workers has just been organized. Although as yet it is not known just how these last two associations will function, at some time or other the question of approving educational programs will surely be considered. Hopefully the future will see the Wartime Committee on Personnel refocused to peacetime needs and taking leadership in developing an orderly and systematic plan by which not only the Association of Schools of Social Work and the several professional associations, but also the American Association of Social Workers can function cooperatively in preparing for the profession of social work. To this effort the Advisory Committee on Training and Personnel to the United States Children's Bureau and the Bureau of Public Assistance, Social Security Board, should make an important contribution, bringing in the special experience with the public assistance and child welfare agencies during the past ten years.

⁵ Day, Florence. "Current Developments in the Graduate Professional Curriculum." *THE COMPASS*, January 1946, pp. 3-6.

Education and International Developments

No appraisal of professional education of the last twenty-five years is complete without some attention to increasing interest of the professional schools in the world community of social work. For some years, the United States Children's Bureau fostered inter-American activities in the field of child welfare and has aided both the development of social welfare activities in the Latin American countries and the establishment of channels of cooperation between the northern and southern countries of the Western Hemisphere. Stimulated by this interest, the American Association of Schools of Social Work sponsored the visit of seventeen directors of schools of social work from the Latin American countries to the United States in 1941. Informal relationships maintained since that time have brought an increasing number of individual students from the Latin countries to the professional schools in the States. The Committee on Inter-American Cooperation of the American Association of Schools of Social Work has worked consistently and effectively with the United States Children's Bureau, the Division of Cultural Activities of the Department of State, and with the Institute of International Education, so that student applications from the Latin countries might be more carefully selected and guided to those schools best equipped to serve their special needs. The active interest of the schools in the United States was cemented by official representation at the first Pan-American Congress of Social Service held in Santiago, Chile, in September of 1945.

A recent and significant development in this area is indicated by the change in the name of the Association Committee to the Committee on International Cooperation, making official the expanding interest of the schools in re-establishing ties with certain of the schools in the war-torn countries and in making available facilities for consultation and preparation, as workers may be selected for special study in the United States. All of this seems to preface the interest of the American schools in re-vitalizing the former International Committee of Schools of Social Work, with which ties were broken during the war.

Current Trends Toward Broad Generic Preparation

Reference to "broadening and expanding" the curriculum of the professional schools, to the importance of pre-professional study in the social sciences, to the place of group relations and community organization and public administration are, it seems expressions of fundamental changes which have taken place in the field of the social services and of the struggles of the professional

schools to appraise their significance for the educational program. Admittedly the narrow case work emphasis of the first decade of professional education has been modified. Community organization, group work, administration and research have gradually been accepted as additional fields for which students may be prepared. Yet in spite of the substantial progress which has been made, especially in the last ten years, a general professional preparation for the field which is truly generic is not yet firmly established. Trends in that direction can easily be identified and both practitioners and educators are increasingly sensitive to the need. It is difficult, too, to see how, without greatly increased resources for research in which both agencies and schools participate, much more rapid progress can be anticipated. Yet without some such device, it is difficult to see how we can ever cease to be a profession in which more than 80,000 persons are engaged but in which only 11,000 are members of the single professional association, which represents the various phases of the field. Nor is it possible to see how licensing legislation can be really effective. Current proposals before Congress such as the Wagner-Murray-Dingell, the Pepper, and the Forand bills only highlight the slight degree to which as yet professional education has touched the social service needs of the social insurances. And it is in that area that much of the history of the next twenty-five years of social work will be written.

CORPORATION MEETING

The National Board herewith gives notice to all members of the American Association of Social Workers that the annual meeting of members will be held at 3 p.m. on July 30, 1946, at the offices of the corporation, 130 East 22 Street, New York City. The business of the meeting will consist of

(1) The election of officers, Board members, and Nominating Committee members in accordance with ballots cast by the membership by mail. Members unable to be present will be represented by their proxies who will vote in accordance with the members' instructions regarding the Nominating Committee's slate as circulated to the membership.

(2) Revisions in the national bylaws as voted on at the 1946 Delegate Conference.

The national office would appreciate receiving advance notice of any members who expect to attend the corporation meeting.

The Future of Social Work in the American Economy

By **Ewan Clague**,¹ Director, Bureau of Employment Security, Social Security Board

ALREADY a year has passed since the defeat of Germany foreshadowed the ending of World War II. We are now 9 months away from V-J Day. Where do we stand in the reconversion back to a peace-time economy?

It has been estimated that in the one year following V-J Day, the reconversion job (in terms of employment) could be measured by the 20 million persons who would be dropped out of their war-time occupations and readjusted to peace-time pursuits. Civilian war workers were laid off first—several millions of them between V-J Day and the end of the year. The flood of demobilized servicemen did not come until later in the autumn and in the winter months. In certain months, as many as 3 million war workers and ex-servicemen searched for jobs in the peace-time labor market.

Despite this tremendous shift of labor, unemployment at no time reached startling proportions. At the highest point there were less than 3,500,000 men and women receiving unemployment insurance or servicemen's readjustment allowances. If the layoff and demobilization rates were high, so too were the reabsorption rates.

Where do we stand at the present time? It is now estimated that as of May 1, a total of approximately 18 million out of the 20 million have been laid off or demobilized. Not more than 2 million remain. Yet the combined figures for unemployment insurance and servicemen's readjustment allowances showed that there were only about 3 million persons receiving benefits on May 1. Of the remaining 15 million persons, most had been readjusted to peace-time life. Some millions of these had retired—particularly women and older men—and also some younger people had returned to school. Nearly all of the remainder found jobs, perhaps not as good as their war-time jobs, but at least satisfactory. There were some, of course, who exhausted their benefit rights and may still have been unemployed, but this number was not large. For 10 weeks prior to May 1, the unemployment compensation load had been declining, while the peak of servicemen's readjustment allowances occurred in March.

¹ The opinions expressed in this article are those of the writer, and do not necessarily represent the views of the Social Security Board.

Therefore, the trend of unemployment is now down.

All this does not mean, however, that we are safely through the post-war dangers. It would be foolish to think that a fundamental distortion of the economic system by 5 years of war could be so easily readjusted to peace-time conditions. There are still dangerous shoals and eddies through which our economy is sure to pass—safely, we hope.

What Are Present Trends?

These dangers may be divided into three periods: the immediate post-war period, the intermediate future, and the long-run trends.

The issue of the immediate future is whether we are to repeat the "boom-and-bust" experience of 1919-20 and 1921-22. Conditions now are somewhat different than they were in the years following World War I, particularly in that price controls during this war have been more successful. Prices of most commodities have, therefore, not been pushed upward so far out of line with pre-war levels, and there is less danger of a sharp post-war price collapse. On the other hand, some prices have risen, and the danger period is not yet over. It is quite possible that we shall yet see rises in prices which may bring the cost of living up considerably nearer the costs we had in 1920. The economic issue of the next year or two will be the question as to whether prices can be kept down, or at least prevented from rising too far under the "push" of post-war shortages of goods.

If we do have a substantial further rise, with accompanying boom conditions of business, this will increase the likelihood of a "shake-out" depression in about 2 or 3 years. Such a depression would serve the same purpose as that of 1921. The rising prices would deprive consumers of their purchasing power and lead finally to a "buyers' strike," which, in turn, would lead to a downward readjustment of prices to a reasonable post-war level.

It is, of course, possible to envision the continued control of prices and the limitation of any post-war readjustment of this kind. If so, we shall escape some of the economic consequences of World War I. It is hardly likely, however,

that we shall escape entirely some short-run business setback.

What About the Immediate Future?

For the intermediate future, there is a still greater threat. The shortages now existing in this country are immense. It will probably take at least 5 years of automobile production to build up an adequate stock of cars for the American people. The vast network of roads which have not been properly repaired during the war will require years to repair and reconstruct. Many businesses will require modernization of their factories and tools. Buildings of all kinds—industrial, commercial, and residential—are so far below the nation's needs that it will take years to catch up. Therefore, a minor business depression a few years after the war will not prevent the urgent pressure of long-run needs upon our business economy. The prosperity of the 1920's after World War I may be paralleled by the prosperity of the early 1950's after this war. In the long run, however, these basic shortages will be made up. At that time, salesmen will have to seek out customers instead of trying to ward them off. In the long run, goods of all kinds will flow into the market in such volume that the major problem will become that of selling them.

At that time also some of the most expanded and prosperous industries of the war and post-war periods will find themselves too large. They will have to cut down on their employment and on their markets. This is 1929 all over again. Whether it will be postponed until about 10 years after the war (as was 1929), or whether our greater productivity today may bring it about sooner, no one today would hazard a guess. The fact remains, however, that we shall eventually undergo a fundamental transition from a feverish "catching-up" with our war-time shortages and establish the economy on a normal, peace-time basis. In the past, this readjustment has always been accompanied by a disastrous depression—deep and long. We have better tools and more knowledge to deal with that problem this time, but it would be hazardous to assume that we can make that final transition to peace without serious economic difficulties.

What Are the Long-Run Trends?

Then, finally, there are the long-run trends in our economic system—trends which were in existence before the war, many of which have been obscured by the war, but most of which will emerge in full strength after the war and post-war periods are over. For example, the mechanization of agriculture has been a long-run development in this country, even as far back as a century ago when the reaper first appeared in the wheat fields. In World War I and in the decade immediately following, there was a new wave of mechanization in agriculture which cut down the num-

ber of farmers and farm workers required to harvest the basic crops. This mechanization occurred mostly in the Far West and in the Middle West. In this war, mechanization has spread to cotton, rice and sugar cane—the basic crops of the South. Many millions of farmers, sharecroppers, and farm workers have made a living—low and precarious though that living might be—in the raising of these crops. The next 10 years is likely to witness the rapid spread of mechanization throughout Southern agriculture with the consequent elimination of hundreds of thousands, and even of millions of workers and their families from the tilling of the soil.

This will be accompanied by a continued shift of population to the towns and cities unless industry decentralizes in rural areas to a degree not now in prospect. In very vague and round numbers agriculture in the United States in recent decades has supported about 20 per cent of the population with only about 10 per cent output of the national production. If agriculture were to reach the productivity of industry (which it is not likely to do), almost half the farming population would be superfluous—that is, on the farms.

Basic Population Trends and Social Work

The full employment of war times has largely obscured the basic problem of the old people in our economic system. The proportion of people over 65 years of age, and of the nearly-old from 45 to 65, has been steadily increasing for years past. The proportion will increase even more sharply in the next three decades. Already in this first post-war year the rolls of the unemployment compensation beneficiaries show the increasing job difficulties of older workers. In one city, in the spring of 1946, the load of unemployment compensation beneficiaries (men) was heavily weighted with older men. Over 60 per cent of the men receiving benefits were over 45 years of age, and only 6.6 per cent were under 30. Ten years from now two basic economic issues (if they are not solved in the meantime) will be the unemployment of workers 45 years of age and over, and old-age insurance for those over 65.

While we are likely to be so deeply concerned about the very old, we shall, curiously enough, be concerned at the very same time about the very young. Between World War I and World War II the birthrate in this country fell rapidly—1921 was our last big year. In the 1930's during the depression, the fall in the birthrate was very marked.

But beginning in 1941 (as is usual in war time), the swing went in the opposite direction. For the past 5 years, approximately three million babies have been born each year, and this rate seems likely to be maintained for 2 or 3 years more. Perhaps for the entire war and early post-war

periods we shall have a total of nearly 25 million babies born in this country. These are the youngsters who are already entering the school system and who will continue to present us with an educational problem in the 1950's. The proper rearing of this war-time generation is one of the critical problems of the next two decades.

There are other long-run trends which cannot be adequately discussed in this brief paper. One of these, for example, is the rapid changes in materials, processes and machines which are likely to occur throughout the industrial system. Another is the prospect of revolutionary developments in transportation which may alter our ways of living, particularly the concentration of population in small-area large cities. It is sufficient to indicate here that there are a number of important trends to introduce progress and change in our economic life.

Finally, there is the basic question whether there will be another war. Will the movement for international peace, which failed after World War I, suffer the same fate after this war? Shall we finally in 10 or 15 years, achieve a "final" readjustment to a peace-time economy, from which we shall begin preparations for World War III?

We do not know the answer to this question yet.

This then is a dim and hazy picture of the world in which social work will function during the coming decades. Social workers themselves should have little difficulty in discerning some of the implications of these future developments. There is space in this paper for nothing more than a brief outline of those areas which should be of greatest interest to professional social work.

How Will Public Social Work Be Extended?

It should be obvious that some of these problems, those which are of a mass character, will have to be met by measures of equal range and scope. For example, we may hope that the old-age insurance system in this country will be expanded and improved so as to reach substantially all of the aged population. Unemployment insurance will be needed to meet the hazards of seasonal, frictional and cyclical unemployment. Possibly within the next 10 years some governmental action will be taken to apply the social insurance method to the problem of ill health. Social workers as citizens have an interest in all such measures.

It is in more specialized fields, however, that social workers have a direct professional interest; and it is on these that I should like to focus attention. For example, what is the future of private social work? We need not remind ourselves that social work in its modern form achieved its present heights through voluntary contributions and through work in the private field. By its very

nature, a new profession must derive its sustenance from that type of support. There is still much about social work which is experimental. Governments seldom experiment, because mass problems seldom lend themselves to experimentation. The function of government is to apply to the mass of the population what has already been proven sound with smaller groups.

The basic question which faces us is, does the take-over by government threaten the existence of the private field? Or does it merely mean that the emphasis of the private must be shifted to new areas? It is my conviction that the latter is the case. I see no lessening of the need for bold experimentation, or in the application of social work principles to new fields. In the field of health, it is so obvious that the subject scarcely needs mentioning. Social work has barely scratched the surface in attempts made so far to bridge the gap between the medical profession and the vast public who are in need of health services. Even the medical profession itself is beginning to be dissatisfied with its own unaided efforts to adapt the economics of medicine as practiced today to the social needs of the population.

Special Implications for Future Social Work

But I should like to mention a newer area—one which is not yet fully developed and which may offer an equally large field for experimentation, involving several of the professions and agencies dealing primarily with problems of human adjustment. Reference was made above to the problem of unemployment of older workers, particularly those between the ages of 45-65 years. There is every indication that this group in the population will find it increasingly difficult to find for themselves appropriate places in our economic life. In some skilled trades, pursuits and professions—perhaps even in many—a worker may carve out for himself a life career, with his earning capacity increasing steadily up through the decade of the fifties (perhaps in the longer future the retirement age can be lowered to sixty). But in vast areas of our economy as it is now organized, the worker at about age 45 is going to be faced with a basic readjustment of his working life. This may involve a shift to a new occupation in another industry. It may possibly involve a shift in residence from one part of the country to another. But the most serious fact is that it may, and frequently will, involve a downward readjustment of his earning power (at least temporarily).

For a long time it has been the main thesis of our educational system that the process of learning is an attribute of youth; that the speed of learning slows up greatly when a person becomes an adult, and it almost ceases to exist in later life. More recent studies, however, have shown that

the learning process itself does not decrease sharply throughout life—perhaps there is some diminution with the years, but not enough to be important. The main difficulty is the attitude. The young child is eager and anxious to learn; since interest is a vital factor in learning, this explains the success of education during the period of youth. On the other hand, the older person often has no incentive to learn; in fact, he has a “block” against it. Why should a successful craftsman want to start at the bottom again and learn a new occupation at age 45?

Yet the fact is that many workers have had to do exactly this; and many millions more will have to do so in the future. This is a challenge to the teaching profession and to the educational system. It is also a challenge to management and labor; and it is a challenge to social work as well. Is it impracticable to visualize a vast program of adult education—partly cultural perhaps, and partly industrial—a system designed to assist workers throughout life in making the adaptations which necessity will dictate? There seems little doubt that these workers *can* make such adjustments readily enough if the facilities are available and if attitudes, individual and social, can be changed.

This is only illustrative. What I am trying to say is that there are many specialized areas in which social work techniques can be successfully used in the more complex social and economic system which lies ahead of us.

One other point in this respect: will there be funds for this purpose, private funds for experimentation and development, government funds for the application of such methods on a large scale? My answer is that there will be. It is true that the nature of private support may change as the years pass. A smaller proportion of private contributions may come from the very rich. There will be a need for tapping the voluntary contributions of the millions rather than of the thousands. But I see no reason to think that this cannot be done. There never were more than a very few millionaires in our society, while there is every reason to believe that there will be in the future literally millions with incomes which would have classified them in former decades as “well-to-do.”

On the Government side, also, it seems likely that this problem (and other similar social problems as well) will receive adequate financial support. The costs of unemployment have been fully borne into the consciousness of the American people. The next time that this problem becomes acute, there will be more intensive interest than ever before in devising longer-range solutions.

I think, therefore, that social work as a profession and social workers as a group can look forward expectantly to a bright future—bright in the sense that there will be much to be done and resources with which to do it.

Personnel Practices Inquiry in St. Louis

A most important function of the Association, that of undertaking inquiries into alleged violations of good personnel practices, has been the concern of the St. Louis Chapter of the AASW for several months this year. The chapter conducted a fact-finding study and made recommendations concerning a complaint brought by one of its members relative to the circumstances of her separation from employment in a local agency. The chapter used the procedures for conducting such inquiries which were adopted by the membership at the 1941 Delegate Conference. Miss Frieda Romalis, chapter chairman, presided at a chapter meeting when the special investigating committee's report was accepted without a dissenting vote.

The National Committee on Employment Practices Inquiries at a recent meeting commended

the courageous and responsible action taken by the St. Louis Chapter.

Subsequent to the release of the chapter's report the Board of Directors of the local agency invited the national AASW to recommend a competent, impartial and professional body from the social welfare field outside of St. Louis to conduct a prompt and objective study of the social services of the agency. Plans are now under way to make such a study through a committee to be composed of representatives from the American Association of Social Workers, the Family Service Association of America and the American Association of Schools of Social Work.

A full report of the St. Louis Chapter's inquiry will be carried in the September 1946 issue of *THE COMPASS*.

Operation Crossroads for Social Work

The Problem of Public and Voluntary Auspices

By **Dorothy C. Kahn**, Acting Executive Director, Welfare Council, New York City

IT is easy to identify every crisis in world affairs with real or imagined crises in our professional sphere of operations. The drama of atomic energy is looked upon by those with a yearning for the exact sciences as if there had not been unleashed in our midst, ever since the emergence of man, powers of thought, will and purpose that are now being mobilized anew to deal with a physical force. There are no known limits to inventiveness and good-will, and apparently no known limits to productive capacity. What we learned by the stretching of all of these qualities, as well as their negative expressions in war-making, should be readily applicable to the problems of peace-building. This knowledge constitutes more evident and compelling charge upon social workers than any other single group of citizens. A very major problem of peace-building is in the center of our special field.

The fact that by far the greatest number of professional social workers are now employed in activities under governmental auspices, local, state, national and international, should not be permitted to obscure the problem of reconciling professional thinking to this state of affairs. Developments in practice have outstripped philosophy in this as in other aspects of modern life. There is a progressive extension and refinement of the use of skills in public service. The variety of settings in which social work skill is used is increasing in the post war period at a pace that equals wartime innovations. It would be difficult to name a government department where social workers are not found, whether by title or under some new classification of tasks. There is no longer any discussion in enlightened circles of the once hotly debated issue of skill in individualized versus mass treatment. The most esoteric talents of the profession are not only commanded by public agencies but often better compensated than by voluntary societies. There is no longer any bar in government organization to any function which social workers can perform. Nor is there any longer the comforting (to some!) division of the field by zones of occupation—a division never clearly thought out and more often honored in the breach than by observance of tacit "no trespass" signs.

Voluntary Versus Governmental Efforts

At long last we are face to face with the fact that as in other activities of our common life, nothing is an essentially inappropriate function

of government and nothing is too good for it. The struggle to realize in practice the democratic dreams of the ages has brought us close to maturity in our organization of government as a tool for the achievement of the common will. But our adolescent enthusiasms and conflicts are not yet outgrown nor forgotten. There lingers in the thought and speech of our profession, as in common talk, the press, the radio and the political science literature of the times, the fantasy of government as all powerful and all wise, and the fear of government as a Frankenstein of our own invention. There is no reason to believe that the never-ending journey toward a mature relation between man's private and his public life should be easier in our field than in others, excepting that we profess to be specialists in human relationships.

There have been several specific illustrations in the history of social work that warrant more careful analysis than is possible in this space, to which we might look for illumination of the problems of governmental and voluntary auspices. These are the relation between government and voluntary agencies in child care, in public assistance, in two war-time activities—the Red Cross and the USO—and the relation of UNRRA to voluntary agencies in international relief. To these might be added the emerging problems of planning in the United Nations Economic and Social Council as these functions relate to voluntary activity in international relations.

In each of these critical situations we have sought, and thus far failed to find, a satisfactory relationship that recognized the sovereignty of both voluntary and governmental agencies and maintained peace between them. The weapons of warfare have been public sentiment and money.

In the field of child care the subsidy system has rendered voluntary auspices almost a fiction in spite of the deeply rooted sectarian pattern. The battle for coverage and standards has barely begun. Increasing concern on the part of appropriating bodies concerning the manner in which public funds are used presents a challenge to voluntary agencies which they must soon accept. They cannot continue to resist the assumption of certain operating activities by public agencies and at the same time continue to receive public funds while maintaining policies that are irreconcilable with the use of such funds.

Recognition of Governmental Responsibility

In public assistance, those old enough to remember would like to forget the early opposition of leaders of the family welfare movement to the assumption of public responsibility. This position was reversed long before the depression made it clear that government alone could assure funds for basic maintenance on a satisfactory basis. The late Linton Swift, as Executive Director of the Family Service Association of America, made what still stands as a landmark in outlining appropriate relationships between public and voluntary agencies. To Harry Hopkins the field owes an everlasting debt for his clear and simple articulation of the principle that "public funds should be spent by public agencies" as the basis for the structure of federal relief. After the first wounds of separation had healed, public and voluntary agencies settled down to work out their problem of relationship. Their success varied from place to place according to the quality of the respective partners in this new alignment but it would be futile to deny that there are unresolved conflicts bred of isolation, and competition for prestige.

The Red Cross has been the subject of volumes of "agreements" based on its concept of itself as a quasi-governmental agency. That these agreements leave much to be clarified both for other public and voluntary agencies impinging on its field of activity is evidenced by recent storms of controversy. This organization alone raises in reverse all the issues involved by the subsidy system. But it is not alone in this problem. Voluntary contributions are today being sought by clearly governmental agencies (UNRRA for example) and functions are being allocated by public agencies to essentially voluntary bodies.

The USO represents still another phase of public-voluntary relationships. Conceived originally as a clear function of government, this service to military personnel became not only a new form of collaboration between government and voluntary efforts, but also one of the most outstanding money raisers in the field.

Each of these illustrations should be subjected to the most penetrating analysis that the social research talent of our profession can command.

It is worth noting that the AASW adopted a statement of policy in international relief which has had substantial influence on the program of UNRRA in its relation to voluntary effort.

The Problem of Auspice Is Unresolved

It is now two years since the AASW at its 1944 Delegate Conference passed the following resolution:

WHEREAS the Committee on Organization and Planning of the Social Services has in its assignment a clear mandate to examine the organization of social work, and

WHEREAS the development of the social work function in international relief and rehabilitation has raised again the problem of appropriate relations between governmental and voluntary auspices, and

WHEREAS this Association has exercised great leadership in the development of both governmental and voluntary auspices and the incorporation of professional functions in each but has as yet made no significant contribution to the development of effective principles and methods for integrating these different auspices in constructive social effort and

WHEREAS there is now conflict, confusion and doubt as to the appropriate roles and relationships between voluntary and governmental agencies;

BE IT THEREFORE RESOLVED that this Delegate Conference encourage the Committee on Organization and Planning and other appropriate channels of the Association to examine the experience of the profession in relating voluntary to public auspices and undertake to formulate principles and methods of organization and operation that will promote cooperation and reduce conflict of interest with respect to areas of work, personnel, financing and public interpretation.

To date none of the great foundations or research organizations in our field has come forward to implement this resolution. The Association has urged its various chapters to give the problem study but none has taken it on as a major project. No national committee has given the problem more than incidental attention. Meanwhile, although there are heroic instances of collaboration, there remains an unresolved conflict of interest clearly traceable to the failure of the profession to face the meaning of its own history. Battles still are fought over the conference table in which a client seeks to relate himself to a public body that guarantees him certain rights and to a bewildering assortment of voluntary efforts presenting impressive but uncoordinated good will. Information and referral bureaus multiply. Some are effective directors of traffic and others only add to the congestion and confusion.

Personnel in the field is more mobile than ever and choices on the part of both professional workers and agencies are more opportunistic than at any time in social work history.

Financing of social work may appear to be more adequate than ever under the impetus of expanded income and the democratization of support implicit in extended labor participation. Only a sober statistical examination of the facts can appraise the gains, if any, in closing the gap between needs and resources. But as to method, anarchy rules, in spite of the fact that principles of financial

federation and controls on fund raising have been extended beyond routine local and national safeguards to include appeals for foreign relief. The use of the argument that charitable gifts are tax exempt and of carefully worked out charts showing the extent to which government in effect pays for charitable contributions in proportion to size would, by themselves, constitute a symptom of spiritual malnutrition in the voluntary field. However appealing and realistic an argument this may be to reluctant givers, it denies the basic philosophy of voluntary social work and is an open invitation to those who would seek to abolish tax exemption. Why voluntary bodies who believe in their work and know that it can be made understandable and attractive to the public permit the continued use of such devices is a mystery.

A Possible Approach to the Problem

The foregoing comments suggest that there is a positive basis for the selection of voluntary and governmental auspices for social work, free from the competition, evasion, opportunism and reliance on tradition which so frequently determine choices today. To spell out that positive basis is a task no less important than the development of the platform of the AASW on the public social services. A few suggestions to this end are in order here.

1. Voluntary auspices for certain social work activities are as essential to a democratic society as is the maintenance of "free enterprise." A democratic government cannot perform all functions itself. It requires for its own preservation a voice and a variety of organized efforts beyond the widest interpretation of legal sanctions and controls. What some people wish to support today may thus become what the whole people may be required to support tomorrow.

2. Selection is an indispensable requirement for the use of such auspices as coverage is essential to public auspices.

3. Voluntary effort is essential to assure coverage by government, and governmental controls in turn must assure that the selection of fields of voluntary effort are based on demonstrated capacity for the service proposed to be rendered and for maintaining the quality of that service.

4. The appropriateness of one or the other type of auspice may be determined by time, or the development of knowledge, skill, method or personnel. When the choice is not an obvious one, government may, as it does now, purchase service from voluntary social agencies under the same

controls as when it does business with other private concerns.

This elementary and incomplete list of items as an approach to the problem indicates a need to move farther and farther away from the concept of voluntary activities as contingent or merely supplemental. It presupposes even greater fluidity in the social work effort of our time, and more vigorous movement away from traditional philanthropic forms, from sectarianism maintained by public subsidy, from the desperate dumping of imponderable problems into the large lap of government, toward a conscious and articulate philosophy and a planned allocation of functions. There has never been a time when social work stood in greater need of both imagination and self-discipline. It has won for itself a vast new set of partners, its public is the world and its potential clientele without limit. The use that is to be made of this situation will be largely determined by the inventiveness with which the profession deals with the urgent problem of auspices.

REPORT ON UNRRA LIBRARIES

Mr. Joseph P. Anderson
Executive Secretary
American Association of Social Workers
130 East 22nd Street
New York 10, New York

Dear Mr. Anderson:

We are happy to report to you at this time on the use made of the generous donation by the Chapters of the AASW of \$293.50 for the purpose of furnishing welfare publications to countries receiving UNRRA aid.

Your donation enabled us to furnish a general set of welfare publications to the Dodecanese Islands and a set of publications in the field of physical rehabilitation to Czechoslovakia. A letter of appreciation from the Chief Welfare Officer of our mission to the Dodecanese Islands has been received.

As to the balance of the fund, we have written to our missions in Greece, Italy, Poland and Czechoslovakia suggesting that we enter annual subscriptions in the name of the Ministry of Welfare, or other comparable governmental agencies, to a set of welfare periodicals including *THE COMPASS*.

We are confident that this contribution will have a significance far beyond its purely monetary value to the countries which are thus being enabled to keep abreast with the latest developments in the field of welfare in the United States.

Sincerely yours,

CHARLES H. ALSPACH
Acting Director
Repatriation and Welfare Division, UNRRA

*Criteria for Determining Salaries in Governmental And Voluntary Welfare Agencies*¹

By H. L. Lurie, Executive Director, Council of Jewish Federations and Welfare Funds, New York City

THE social work salary situation is confused, uneven and unfair in many respects and there is need for developing basic principles about social work salaries and the factors to which they should be related." This was among the conclusions reached at a recent conference on social work salaries held under the auspices of the American Association of Social Workers with representatives of seventeen national social work organizations participating. Even a cursory review of the available salary data bear out these findings which incidentally would be an accurate appraisal of the wages and salaries paid in practically all other occupations.

In an examination of New York City salaries in 1945, it was noted that "the salary situation in the probation departments of the city and county courts is highly confused." A recent Chicago study states that "positions of equivalent skill and responsibility still lack comparability, and relationship between (salary) levels of related positions follow no logical sequence." The same study found also that eight per cent of the professional or program employees were being paid less than sixty-five cents an hour. Data collected recently by the Kansas City Chapter of the AASW covering a number of cities, indicate that "salary ranges seem to vary without any particular relation to standards of experience and education." For example, in one state, with the highest salaries for case work supervisors, educational requirements were the second lowest in the country.

Standardization and uniformity in themselves are not the first considerations. They may, as in large scale industry or governmental service, represent the use of an average compounded of all previous errors. We can have uniformity not derived from objective and intrinsic criteria which would prove to be an unstable and undesirable type of uniformity.

There is general dissatisfaction, as well, with the adequacy of salaries paid in social work. It is safe to assume that a large majority of the individuals in any profession or occupation have a firm conviction that they are being underpaid. On the other hand, administrators and employers

are likely to feel strongly that the current standards of compensation are generous, that demands for increases are unreasonable or, if reasonable, that they are beyond the capacities of the organization to pay without jeopardizing the volume of work or the objectives and purposes which the organization seeks to fulfill. In social work, as in industry, the determination of salaries is largely the product of informal or formal bargaining processes between these opposing views; administrations are largely responsible for the great diversities, irregularities and discrepancies which exist.

It is not difficult to find the reasons for the confused and uneven salary situation which exists. Unevenness of local standards relate frequently to historical factors. In a recent study of high and low wage areas, by the United States Labor Department, it was found that for some industrial occupations, the level of wages in the highest wage areas was almost twice as high for the same occupations as in the lowest wage areas. Variations in the cost of living was not the major reason for these differences. The same study reports that in 1943 the city with the lowest was only 14 per cent below the city with the highest cost of living index. To cite one example of this type of discrepancy, the cost of living was the same in Philadelphia and in Atlanta, but the average wage in manufacturing in Atlanta was one-third below that of Philadelphia. Precedents based on local customs and traditions change less rapidly than the price levels.

There are similarly high and low wage areas in governmental and voluntary social work which do not appear to be related to significant geographical or cost of living factors. For example, it is reported that one state in the Great Lakes Region has one of the highest and an adjoining state has one of the lowest salary rates for a comparable public welfare job classification. Different voluntary agencies in the same city similarly show a wide distribution of salary ranges for positions requiring approximately the same types of preparation and skill.

Factors Contributing to Present Salary Situation

Seven other factors which have contributed to the current situation may be classified as follows:

¹ Paper given at the National Conference of Social Work, in Buffalo, May 21, 1946.

1. *Lack of Job Definition and Classification.* This lack is being overcome gradually but not too adequately through the efforts being made by the national social welfare organizations, Community Chests and Councils, American Association of Social Workers, organization of employees and other groups. The lack of relationship between federal, state and other independent local public bodies has limited the degree of standardization which is possible in public employment.

2. *Multiple Individual Agency Decisions,* with little reference to each other or to prevalent conditions. There is a tendency for employees to seek and agencies to adopt the standards developed by the supposedly leading organizations in the field. However, criteria established by the leading agencies are not necessarily based upon any more objective factors than have entered into salary determination for all other agencies.

3. *Supply and Demand,* has probably been one of the potent factors. There is a natural movement of workers from lower to higher salary agencies limited by availability of job and other factors, but there is no logical reason why scarcity of personnel should lead to abnormal wage increases, any more than that surplus of applicants or unemployment should reduce wage standards. Inflation and deflation are as undesirable in relation to wages and salaries as in the cost of living. It is the tendency of lay boards and public welfare departments as well as industrial corporations to get the most service for the least money. This is a strongly ingrained business principle and naturally generates reciprocal pressures from individual workers, from guilds and labor unions which reject such assumptions. To insist that compensation is inadequate, that salaries are declining in value and that other occupations of no greater value or importance to the community receive higher wages may be useful arguments in the bargaining process but in the absence of more basic principles their weight is likely to depend more upon the state of the labor market and the strength of labor organization than upon the validity of the claims made.

4. *The stage reached in professional and employee organization* is another important factor in wage and salary results. Weak or inadequate professional and workers guilds are unable to make much of an impression on the bargaining process. Often the weak interest of a professional organization in salary standards is rationalized on idealistic grounds but may in reality reflect a lack of assurance on the part of the leaders or members of the organization about the valid claims of the group for increased salary standards.

5. *The character of professional aspirations of boards, executives and workers.* The desire to

improve voluntary or public services in response to professional aspirations or community pressures has been another determining factor. The level of salary standards therefore has depended upon the ambition or lack of ambition or vision of administrative boards and on the reactions of contributors and tax payers. Salary standards thereby become involved with questions of public relations and promotion and with programs of social action.

6. *Traditional Factors.* The current salary standards have been primarily influenced by the initial development of social work as a voluntary or missionary type of occupation. Social work began as a low paid occupation where a considerable part of the compensation was supposed to be of a non-pecuniary type. The altruism of social work pioneers and other less meritorious types of job satisfactions has obviously had a negative effect on salary standards. We must also recognize that a very large increase in public welfare services took place during the depression years when the labor market was overcrowded and the level of wages and salaries was generally depressed. We need have no fear that the payment of adequate salaries will in itself deter the altruistic and high minded from seeking to enter the profession of social work.

7. *Sexual Discrimination:* Following the prevalent aspects of our culture which for valid or less valid reasons has assumed that women should be paid less than men, the occupation of social work has necessarily been affected by its predominant female constituency. The application of the desirable principle of equal pay for equal work has in itself not solved the problem either in social work or in the teaching and other professions. In many instances it has meant that men are paid the same low standards as the majority involved in a so-called women's occupation.

Criteria for Salary Determination

To replace these seven factors by objective and systematic principles in determining salaries and wages, is necessarily a difficult task. It cannot be successfully achieved by piecemeal efforts. The concerted action of all of social work is required to achieve this goal. Only the first of these, the need for job definition and classification has any validity. The others are all subjective factors which make administration a political rather than a scientific procedure.

In a systematic and well ordered universe we might hope for some definite criteria which would help to establish a logical relationship between the essential character and social utility of the job, the efforts and skills required and the compensation paid. In a Utopian world, all compensation

might be uniform for an average unit of production for the society as a whole. Since we are not living in an equalitarian or Utopian or even in a well ordered universe and differentials in the compensation paid to different occupations is likely to be a perennial element, it is necessary to find some other logical approaches to this problem. The criteria which we will accept as valid for social work must in large measure be generally applicable to all occupations, and the primary criteria which we must establish for all occupations is the right of every worker to a minimum share of the total productive capacity of the state and society of which he is a part. This is the point of departure for all wage and salary standards, and the basic aim of all labor organization. It is the highest ideal for our social work standards and is applicable also to our own salaries. Unless this is accepted as the fundamental determinant of what constitutes equity in social work salaries, it will be difficult to relate other criteria to our purposes.

1. *The basic determinant of wages and salaries in all occupations should obviously be a minimum standard of living.* In practical terms a minimum standard of living could be translated into that amount of income which can be made available to all occupational groups as measured by the current or potential capacity to produce goods and services bearing in mind other legitimate economic needs and the differentials to be paid above this minimum. I hasten to add that I do not mean our current minimum wage legislation which attempts to establish a floor for wages considerably below an acceptable living standard.

A minimum adequate standard of living can be computed on the basis of the productive capacities of our society. It is essentially different from the term "cost of living" which may merely reflect actual consumption habits or the current price of a theoretical list of consumers' items and which may have no direct relation either to prevailing income or index of production. The minimum standard of living related to our national capacity to produce will be affected by our success or failure to maintain full employment and a progressively increasing standard of productivity and technological advance. Economists can compute approximately the fraction of our total productive capacity which needs to be devoted to industrial replacement and growth. It may be more difficult to compute the fraction of the total national income required for additional compensation above the minimum standard for selected occupational groups or skills or for incentive purposes. It is exceedingly difficult to establish rational criteria for that part of the total income which should legitimately be devoted to payments for the use of capital for risk and enterprise. Conflict between those who wish to raise the rates of interest and amount of profits and those who wish

to lower them and apportion a larger share to wages and salaries is of course the outstanding clash of interests of today in our political as well as in our economic affairs.

I recognize the difficulties that will be involved in developing this concept of a basic salary standard related to national income. It will require the type of national economic planning which is now so violently resented by conservative elements in business and in government. For immediate practical purposes the average annual wage paid in industry as a whole has some validity as a temporary substitute. While that figure is probably lower than our theoretical basic concept, I believe we could make a good case that professional salaries should not fall below the average salaries and wages paid in industry as a whole.

This is not the case today for all professions. For example, the Research Division of the National Education Association in a recent Bulletin (Sept. 1945), states that the level of teachers' salaries in 1944-1945 was at least \$500 below the average annual earnings in private industry for all occupations.² Comparable data are not available for social work but we know that such basic job classifications as case worker, or investigator even at maximum rates frequently fall below the average annual wages of industrial workers. The low wages and salaries of maintenance and manual workers in social welfare and health institutions are notorious.

2. *Professional workers are entitled to additional compensation if their work requires a longer time spent in study and special training and requires more selective type of skills than industrial occupations.* It is not improbable that under current conditions there may be such an oversupply of competent professional personnel in all fields that the bargaining potentiality of these underorganized professions may result in salary standards lower than those achieved by well organized unions of skilled and semiskilled industrial workers.

I do not agree that higher standards for professional occupations can be justified on the basis that individuals in these occupational groups usually enjoy a higher standard of consumption as revealed in studies of "cost of living" among university teachers, white collar groups, executives and others. These groups have larger expenditures because they have more income; they

²This does not seem an extreme statement in view of statistics of the U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce, National Income Unit, Survey of Current Business, June 1945, which reports that the average annual earnings for those fully employed in all industry and agriculture was \$2,026; with rates of \$2,467 in Electrical Machinery; \$2,637 in Iron and Steel; \$2,987 in Manufacturing of Automobiles and Auto Equipment; etc.

do not have higher living costs because they are professional workers. Compensation for specifically defined professional costs are obviously justified but such items are not large factors in the family budgets of even our best paid professionals.

To base the argument for higher professional salaries on the incentive for attracting qualified personnel is largely hypothetical. I am of the opinion that except in times of acute labor shortage, a minimum adequate standard of living is probably sufficient to attract the personnel required for all regular occupations. At least we do not have proof to the contrary. Obviously, a sub-normal standard of living would be discouraging, but where salaries are decent, capable men and women are available without the stimulus of the high returns assured in business enterprise or other potentially lucrative occupations.

The two basic criteria considered above are required for all salaries and are applicable to the beginning professional workers. Sub-minimum salaries can only be justified for introductory periods of service in the profession to be considered as a limited extension of the period of preparation. Additional considerations are required as a basis for salary increments related to length of service, maturity and for special categories of workers who need to be selected from among the experienced practitioners for positions requiring specialized experience and skills.

3. *A range of salaries for each classification based on the greater value arising from the maturity of the practitioner*, is not only equitable but essential as an incentive to reduce turnover, foster professional growth and achieve stability of staff. The number of years required to achieve the maximum salary should be related to a defined norm of optimum job requirements. If the average qualified investigator can reach maximum job efficiency in five years, while a graduate social case worker takes ten years on the average to reach top proficiency, salary increments should properly be related to this time interval and to discourage undue turnover or premature shifting to other and higher paid job categories. The proportion of workers needed for the higher classifications should determine both the range and the time interval of salary increments.

Obstacles to Gaining Acceptance of Criteria

It is impossible in this paper to consider fully the problems in achieving these and other objective criteria for salaries in social work. If an average unit of national production is accepted as a basic principle for all wages, we will need to determine whether such minimum salaries should be based on individual or on family needs. This question has not yet been resolved, especially in occupations in which women predominate. Until special measures for family subsidies such as children's allowances become more popular,

workers have logical claims for relating salaries to family rather than individual needs.

There are obstacles to be overcome in achieving recognition for the special qualifications and skills required in the administration of social welfare services. Better classification systems and advances in professional standards will be needed to overcome these obstacles which represent a sharp conflict of opinion between professional workers and administrative Boards.

One of the greatest obstacles to be overcome is the traditional attitude toward social work as a profession. There is still considerable emphasis upon the non-pecuniary aspects of compensation for the profession of social work held strongly by governing boards but reflected also in some of the attitudes of professional workers themselves. These non-pecuniary forms of compensations supposedly inhere in social prestige, the genteel character of the occupation in comparison to manual work, the job satisfactions and the idealism and altruism which motivates professional workers. Professional workers may themselves be justified in deriving these non-pecuniary satisfactions from their work but since they do not derive from the direct intervention of governing boards, logically they cannot be equated as part of the salaries actually paid. There are, however, material considerations other than salaries which are and can be properly considered in salary determination such as provisions for maintenance, leisure time, insurance and retirement plans, holidays and sick leaves.

A further obstacle is the continuing and basic indifference or hostility to the field of social work. This is a characteristic attitude toward many government services on the part of legislators and governing bodies and results in low standards of public assistance and inadequate social security provisions. In the voluntary field, these attitudes of hostility or indifference may not be manifested overtly but they are cloaked in old-fashioned ideas about charity as distinct from services or administration of community agencies. Low salaries are part of a trinity of poor service and inadequate standards of assistance.

A major argument advanced in opposition to increases in salary standards is the assumption that salary and wage increases reduce the funds available for the desired volume of work and bring about a reduction in program. This is not a simple or easily refuted objection. It is the crux of the problem involved in freeing salary standards from the factors other than those basic principles which need to govern salary and wage determination. An answer may be found in intelligent community budgeting and involves the question of relative values of social welfare in comparison with other uses of income of the whole community

including personal expenditures as well as philanthropic and tax funds. The cost of labor related to basic criteria of compensation is logically as much a fixed charge as taxes or insurance. Efficiency in labor administration should not depend upon sub-standard payments but on efficient utilization of labor. This is not unique for social work. All contracts with labor unions and all salary scales adopted by an agency tend to make the salary or wage scale a fixed item in computing costs.

A Specific Equation for Determining Salaries

In order to relate salaries to a number of basic factors for different categories of social service it may become necessary to separate the lump sum paid to an individual into the several criteria which have entered into an objective salary determination. There have been partial examples of this approach in the practice of some agencies of adding a supposedly temporary item called cost of living adjustment to the basic salary. When analyzed there are several components in any given salary.

Edward Litchfield³ has recently suggested that wage administration be based upon an equation built up as follows:

- a. Minimum living wage (the basic minimum for all workers)
- b. Differential allowed for variations in work (compensation for special skills)
- c. Differential for efficiency and length of service (merit and regular increases in accordance with schedule)
- d. Differential based upon fluctuations in the cost of living
- e. Prevailing wage differential. (This is to provide a method for raising or lowering salary standards in accordance with general trends in wages.)

This may seem like a complex method for arriving at our result, but whether the monthly salary is actually broken down into these or similar component parts or whether they are used to arrive at the underlying basis for determination of salary standards, the point is that some such process must be undertaken if we are to change from determining salary rates by rule of thumb or by a series of happy or unhappy compromises to conflicting pressures and introduce objective criteria into salary and wage determination.

Concerted Action by All Groups Essential

As for solutions it is obvious that progress toward the establishment of basic criteria will not

result from piecemeal or isolated efforts but must depend on the cooperative study and planning on the part of social work as a whole. We need a well organized and comprehensive collection of wage and salary data in voluntary and public social work. At the present time the facts are spotty and are sketchily recognized. Such a collection of data might be undertaken as a regular function of the U. S. Department of Labor in cooperation with such professional groups as the American Association of Social Workers, the trade unions in social work and public welfare in association with the National Social Welfare Assembly. Only when we have such a comprehensive collection of data will we be able effectively to change the prevailing haphazard practices to more objective and equitable criteria.

A second essential is the completion of the task of social work classifications, definitions and job standards. Some progress has been made in this direction and better methods at arriving at salaries for agencies will have to depend upon this project.

The third requirement is the establishment of a procedure for computing and publishing proposed salary schedules based upon objective criteria as a joint voluntary undertaking of professional groups and administrators. While this would constitute a radical departure for social welfare it is not too far removed from the collective agreements that are being developed in large scale industry following the bargaining processes between labor and management, frequently with the participation of government. Lacking the organized structure of industry such rate proposals would not have a compulsory character but they would help materially in stimulating good personnel and salary practices.

But in addition to efforts which we can ourselves undertake, it is obvious that basic policies for social work salary standards will be influenced by the extent to which all wages and salaries begin to be determined by objective methods. That is why this question cannot be considered as unrelated to the entire program of social action on standards of living, wages and full employment. At the present time social work receives less favorable treatment than many other occupations and exclusion of non-profit agencies from the federal social insurance provisions is only one glaring example. In the long run these general efforts for social improvement are not only an obligation of social work as a profession—they will ultimately be conducive to our own welfare as workers. In the meantime we can well devote a share of our energies toward our own specific needs.

Social work as a whole has been backward in approaching questions of compensation on a systematic basis. The unions in social work are not

³ Assistant State Personnel Director, Michigan Civil Service Commission, and Lecturer in Public Administration, University of Michigan, in an article in *Public Personnel Review*, April 1945, on Theory and Practice in Public Salary Determination.

sufficiently widespread or well organized to achieve the desired results without the help of the profession as a whole. Instead there are confusion, resentment and cumbersome and unsatisfactory relationships which add no lustre to a profession which exists for the purpose of improv-

ing community organization and solving the problems and maladjustments of individuals and groups. We may be able to face our assigned or self-assumed tasks with more assurance when we show a greater capacity to solve our administrative problems on a rational basis.

The United Nations Consider Social Welfare Organization

By **Savilla Millis Simons**, Member, AASW
Committee on International Organization for
Social Work

THE meeting of the Temporary Social Commission of the United Nations, held at Hunter College in New York City during the first three weeks of May, had great significance for social work. American social workers have been concerned that plans for international organization should include organization in the social welfare field. An important step toward the realization of this goal was taken by the Temporary Commission when it recommended to the Economic and Social Council that a Permanent Social Commission be established under the Council.

The Commission had before it the proposal for an International Social Welfare Organization developed by a Committee of the National Social Welfare Assembly published in the March COMPASS. A similar proposal had also been submitted by the British member. Some consideration was given to the question of whether a separate specialized agency should be created for social welfare as has been done in some other fields, but the Commission decided that the organization should be established within the framework of the Economic and Social Council.

Assignment of the Temporary Social Commission

The Temporary Social Commission was established by the Economic and Social Council of the United Nations at its meeting in London in February. The Commission was asked (1) to make recommendations to the Council concerning the structure of any new international bodies in the social field that might be found desirable after a review of the existing organizations and the problems not now dealt with by any organization, (2) to report on the advisability of bringing under the Economic and Social Council the activities in the social field carried by the League of Nations, (3) to assume temporarily—pending the establishment of permanent machinery—the work

of the League of Nations on such questions as the traffic in women and children and child welfare, and (4) to report to the Council on social problems requiring immediate attention.

The Commission was composed of eight members appointed by the Council on the basis of their personal qualifications and included members from the United Kingdom, France, Czechoslovakia, Colombia, Peru, Cuba, Greece, and Yugoslavia. Mr. Henry Hauck of France served as Chairman, Mr. S. W. Harris of the United Kingdom as Vice-Chairman, and Dr. Frantisek Kraus of Czechoslovakia as rapporteur.

Two well-known American social workers, Miss Katharine Lenroot, Chief, U. S. Children's Bureau, and Miss Alice Shaffer, Chief, Social Welfare Branch, Division of International Labor, Social and Health Affairs of the State Department, served as Secretary and Assistant Secretary to the Commission.

Concept of Social Policy

In its consideration of social policy, the Commission broke new ground. American social workers will find the Commission's report broad in scope, vigorous, and challenging. In clarifying and defining the field embraced by "social" the Commission concluded that limiting the "social field" to charitable activities or to services in behalf of special groups, children, the aged, the physically handicapped, and other groups with special needs is not adequate to present requirements. The Commission agreed that modern social policy must be concerned with the standard of living of the whole population and not only with particular groups in the community. The report states: "The standard to be attained is the well-being of all members of the community

so as to enable each one to develop his personality . . . and at the same time to enjoy, from youth to old age, as full a life as may be possible." To attain these objectives of social policy "public administration must be so organized as to assure to the whole population of a country those goods and services which are necessary to supply common needs"—such as adequate housing, food and clothing, education, health service, and facilities for recreation.

Fields Covered by Social Policy

The Commission classified the subjects with which social policy is concerned according to the following main headings:

- I. Standard of Living (common human needs)
 - A. The components of the standard of living
 - B. General aspects of the standard of living:
 1. Income and cost of living (wages, social security, assistance, etc.)
 2. Protection during work
 3. Family life
 - C. Quantitative and qualitative measurements of standard of living
- II. Social Services for Special Groups
- III. Social Policy for Special Regions
 - A. Under-developed areas
 - B. Countries affected directly by war
 - C. Migration

Basic Emphases of Report

The Commission's report draws much of its vigor from its emphasis on the interdependence of social and economic policy and the importance of economic measures to gain social ends. The democratic principle that the beneficiaries of social institutions should participate in the development of social policy and in the administration of social institutions was also stressed. Throughout its work, the Commission was careful to give recognition to work in the social field already in progress under existing international organizations, such as the International Labour Organization, UNESCO, and the Food and Agriculture Organization and the activities to be carried by the proposed Health Organization. Planning for effective coordination of these activities took a major place in the Commission's considerations.

Recommendations

The Commission recommended that the permanent Social Commission which it proposed should be established under the Economic and Social Council should have the following functions: (1) To advise the Council on general social policy, (2) to aid the Council in coordinating activities in the social field, (3) to keep the Council informed concerning the extent to

which social policy is applied, and (4) to advise the Council on practical measures that may be needed. In addition, the Commission recommended that provision should be made by the permanent Social Commission for activities in the "social welfare" field, including: measures for helping the individual, when necessary, to make use of or have access to the resources available for satisfying his needs; administration of social assistance, care, protection, and service for special groups, and social services in countries with special needs. These activities should include not only research and advisory service but also practical help. The Commission, however, was unable in the time available to decide whether the permanent Social Commission should itself carry on these activities or whether it should recommend the setting up, under its general jurisdiction, of a social welfare sub-committee broadly concerned with these problems, or a subsidiary organization of the Assembly. The Commission asked that these questions receive early consideration from the permanent Social Commission when it is established.

The Commission is eager that a vigorous practical approach be taken in the development of progressive measures for child welfare. It recommended a Sub-Committee on Children to be composed of recognized experts in the field to carry on the child welfare work of the League of Nations as well as to undertake new activities in the field.

The Commission also recommended that provision be made for work on certain urgent problems requiring immediate attention and for carrying on certain activities of UNRRA, which is to terminate its work in Europe by the end of the year.

The permanent Social Commission, as proposed by the Temporary Commission, would be composed of eighteen members with thirteen members representative of and appointed by the governments chosen for membership by the Economic and Social Council and five expert members appointed in their personal capacity by the Council on the nomination of governments. The Commission recommended that a Division of the Secretariat of the United Nations be established under the Assistant Secretary-General for Social Affairs to provide staff service for the permanent Social Commission.

These recommendations will be considered by the Economic and Social Council when it meets in New York City at the end of May. American social workers will await action by the Council on the Commission's proposals with a great deal of interest.

Presidents of the AASW



C. C. CARSTENS.....	1921-1922
Director, Child Welfare League of America at the time of his death in 1939	
OWEN LOVEJOY.....	1922-1923
Retired; formerly Associate Director, American Youth Commission	
HARRY HOPKINS.....	1923-1924
Impartial Chairman of Cloak and Suit Industry ILGWU at the time of his death in 1946	
WILLIAM HODSON.....	1924-1926
Commissioner of Welfare, City of New York, at the time of his death in 1943, when he was on a special government relief mission to North Africa	
NEVA R. DEARDORFF.....	1926-1928
Last position was as Acting Executive Director, Welfare Council, New York City	
FRANK J. BRUNO.....	1928-1930 and Feb. 1942 to Oct. 1942
Emeritus Head of George Warren Brown School of Social Work, Washington University	
FRANCES TAUSSIG.....	1930-1932
Executive Director, Jewish Social Service Association, New York City	
STANLEY P. DAVIES.....	1932-1934
Executive Director, Community Service Society, New York City	
DOROTHY C. KAHN.....	1934-1936
Acting Executive Director, Welfare Council, New York City	
LINTON B. SWIFT.....	1936-1938
Director of the Family Welfare Association of America at the time of his death in 1946	
HARRY GREENSTEIN.....	1938-1940
Executive Director, Associated Jewish Charities, Baltimore, Maryland	
WAYNE McMILLEN.....	1940-Feb. 1942
Professor of Social Service Administration, University of Chicago	
GRACE L. COYLE.....	1942-1944
Professor of Group Work, Western Reserve University, School of Applied Social Sciences	
IRENE FARNHAM CONRAD.....	1944-1946
Executive Secretary, Council of Social Agencies, Houston, Texas	



Statements by Former Presidents

The following statements by several former presidents of the Association were prepared for a 25th Anniversary Dinner which was to have been held during the 1946 Delegate Conference. The dinner was cancelled because of the critical food situation.

Francis Taussig, President 1930-32

This period in the history of the AASW began six months after the historic events which marked the onset of the most disastrous depression of our time. At the 1930 annual meeting we were still hoping that everything would right itself, after the good old laws of supply and demand had once more gone into operation. No one was then ready to prognosticate the depth of human misery which would be reached—the years which would elapse—the changes in social work and community planning and organization—before individuals would again be able freely to exercise their right to work for their own maintenance.

In 1931 the AASW marked, but did not celebrate, its tenth anniversary. By that time social workers were confronted with the desperate reality of the depression. Ten years in the history of this new professional organization had produced some assets for use at this time—assets which were evidence of growing maturity toward professional content. The Providence resolution had provided for independence in the support of the Association by its own membership; membership requirements had been tightened up “ruthlessly” according to the record of the day; social work content was being studied in the comprehensive job analysis series and in other technical studies for measurement against the continuing efforts to define social work as a profession.

Chapter development had been proceeding apace, and the achievements of the chapters, related to one another through the national office, had begun to build up an experience distinguished from that of the earlier years by less concentration on the protection of the individual and greater concern with the ultimate objectives of social work. Chapters had begun to participate in legislative activity—studying proposed legislation, distilling material out of experience to influence their position, and finally appearing at legislative hearings.

By 1932 no one had any doubt that the depression would be a long one. Illusions as to the ability of private philanthropy to deal with its effects were gone, after a series of desperate emergency measures had been tried and had failed. New public agencies were set up, and again social workers, individually as well as through their chapters and the national office, marshalled their strength to insure adequacy and quality in these

agencies, usually temporary and with emergency status. In each community and in each State, mass unemployment and emergency planning presented new threats to living standards. Family life and individual dignity were assailed on all sides by expedient planners who made investigators of clients, attempted various fantastic devices for relief giving in kind, set up commissaries, and resisted as long as possible all efforts to convince them that these unemployed were the people who until now had been doing the world's work and carrying on its life, responsibly and efficiently, and that “normalcy” would not be achieved until they were again doing so.

The Association set up a Commission on Unemployment which served as a focus for Association activity until the next year when it was merged with the Association's Committee on Federal Action on Unemployment. This Committee eventually provided the basis upon which the Association established its Division on Government and Social Work. In the winter of 1931, the Association presented testimony in hearings on the Costigan-La Follette Bill before the U. S. Senate, which was the beginning of the long fight for federal relief, and anticipated the whole social insurance program. Senator La Follette's appearance at the Association's 1932 annual meeting testified to the objectiveness and effectiveness of the Association's attempt to use data drawn from the experience of its field to influence public planning in its largest sense. Although the Costigan-La Follette Bill was defeated, history had been made. The Association's activity in behalf of federal participation in its relief program made social work known in Washington and was the beginning of activity which did not end until, in a later Association administration, President Roosevelt signed the first Federal Emergency Relief Act, and appointed Harry Hopkins, ex-Association President, as its administrator.

Stanley P. Davies, President 1932-34

The opportunity of serving as President of the Association came to me during the two fateful years 1932-34 when the full impact of the depression struck. It was a time for action. Social workers thoroughly aroused by their first-hand observations of widespread distress and the serious insufficiency of local programs, found in the Association the medium for making effective their collective conclusions and convictions.

In September 1932 the Association appointed its now historic National Committee on Federal Action on Unemployment. In January 1933 the Executive Committee adopted a strong resolution on "the necessity of Federal aid to states for unemployment relief." Through the national committee, its staff, Board members and chapters, the Association gave notable leadership in securing the enactment of the first Federal Relief Act on May 12, 1933. Spokesmen for the Association were invited to assist in the drafting of this measure which incorporated many of the principles and standards recommended by the Association. A past President and distinguished member of the Association, Harry L. Hopkins, was appointed as the first Federal Relief Administrator.

The first Delegate Conference of the Association was held in Washington in February 1934. The subject of the conference was "Governmental Objectives for Social Work." Harry L. Hopkins was one of the principal speakers at this conference.

Another historic action taken during this period was the change in membership requirements, effective July 1, 1933, which thereafter based eligibility for membership upon professional training in social work.

It was a rich and satisfying experience to have had a part in these pioneering achievements for our profession and our field which were made possible through our organized strength in the American Association of Social Workers.

Dorothy C. Kahn, President 1934-36

The years 1934-36 seem to me, as all other years must to other past presidents, years of strategic importance in AASW history. The focus of program activity was the depression and its attendant problems. The Committee on Current Relief Programs under the leadership of Joanna Colcord made its historic report early in 1934 and this report was the basis for a letter to the President of the United States applauding the organization of unemployment relief under Harry Hopkins, the organization of the Civilian Conservation Corps and the Civil Works Administration, urging the broadening of work programs and pointing to the inescapable responsibility of the government for basic maintenance on a decent standard.

In November 1935 the National Board adopted a program for the relief emergency. This was followed by the outline of a federal relief and work program in January 1936 produced by a subcommittee of the President's Committee on Emergency Security of which Walter West was secretary and I was chairman. These were the beginnings of today's platform on the public social services.

Following the first of a series of nation-wide relief surveys, testimony was given before the Senate Finance Committee on the bill which ultimately became the Social Security Act.

The Delegate Conferences of 1935 and 1936 centered on these problems and the proceedings of the latter were published as "This Business of Relief."

Internal Association business included the proposed provisional membership plan, the failure of the proposal to drop junior membership; the first increase in dues was voted at a special delegate meeting in Montreal, and national collection of chapter dues was undertaken as a measure of stabilizing Association financing.

The first Directory of the Association members with biographical data was published in 1936.

In these years the Personnel Standards Division began to chart its course and the first efforts were made by the Association to secure uniform classification of social work positions in public service.

Famous issues included the Brainon-Williams indictment and the Sidonia Dawson case, both of which highlighted the hazards of being a "public" employee.

During these years the membership increased at a rate greater than any previous or subsequent period, an indirect effect of the new membership requirements and the vast expansion of the field.

The Association president was the Rapporteur for the United States on the subject of unemployment at the Third International Conference in London in July 1936.

Harry Greenstein, President 1938-40

It is accepted practice on the occasion of an anniversary, to review the past and assess the future.

Looking backward, the Association can take pride in the contribution it has made as a "standard setting" organization. The AASW's belief in education for social work personnel and of standards of service to clients, has enabled it to become more and more the authentic voice of social work experience. The AASW's standards have also proven to be an effective lever in raising levels of personnel and employment practices in social agencies. It has helped to establish the connection between efficient service to clients and the efficient use of the agency's resources and those conditions within the agency which determine whether the staff can perform its duties properly.

The Association can also feel a real sense of satisfaction in the role it has played in the field of public welfare. At the beginning of the depression in the 1930's the AASW did a pioneering

job in helping to convince Congress that the United States government must make provision for those in need, and throughout the years it has constantly and vigorously advocated a more comprehensive and more inclusive program of public assistance.

The AASW has also helped in recent years in deepening the conviction of social workers of the need of assuming responsibility in the field of social legislation.

These are just a few of the accomplishments of the AASW during the past 25 years.

Looking ahead it seems to me that our common interests and obligations as a professional organization fall into two large categories which constitute the criteria by which we as an organization will be judged. The first criteria concerns itself with the extent to which we continue to meet our immediate professional needs, develop our skills, and promote better standards of performance. The second criteria concerns itself with the extent to which we help mobilize and use all social forces in the solution of social problems as they arise.

It is recognized everywhere that there are new factors operating in the field of social welfare. The intent, the content, and the direction of social work, private and public, have been very materially affected by the events of the past few years. The time has come when we must readjust our habits of thought and action to a larger perspective.

In the years ahead we will need clear vision and sound judgment in meeting the problems which will face us. We will need to channel our activities into their maximum and effective achievement. We will need to recognize our inefficiencies and our inadequacies. We will need to build on our strength and eliminate our weaknesses. Together with all other groups we cannot help but have our anxieties raised during these critical days, but this need not concern us provided we transform these anxieties into a constructive and worthwhile program of action.

Wayne McMillen, President 1940-42

The long period of growth in the membership of the American Association of Social Workers came to an end about ten months before I assumed the presidency. Six years have elapsed since we touched the peak. These six years have been characterized by preparation for war, actual war, and uneasy reconversion to peace. It is not strange that we have been able only to hold our own in such times. But I have no doubts—and I am sure you have no doubts about the future. We are already resuming the growth in membership which is so amply warranted by our accom-

plishments in the past and by our plans for the future.

The period of my presidency could certainly not be described as one of internal tranquillity. Because the disagreements of those days loomed large, some members perhaps do not remember that a number of important things were initiated or accomplished even while the ship of state was weathering stormy seas.

The National Board which took office in the autumn of 1940 showed great wisdom, I think, in seeking to utilize the experience we had gained in a study completed a short time earlier in St. Louis to improve our practices and procedures in grievance cases. A special committee was appointed which brought in a very clear-cut set of recommendations to govern the handling of any future grievance cases in which the Association might decide to intervene. The experience of the American Association of University Professors and other similar organizations makes abundantly clear the need to have very specific procedures outlined in advance. Since our Association must necessarily be concerned with breaches of good personal and employment practices, we cannot risk uncertainties as to when we proceed and how. Although further improvements may be expected as we gain in experience, I believe the report formulated in 1941 was a contribution of first-rate importance.

Two other matters under consideration at that time related to the format and content of THE COMPASS, and a central focus for the program of the Association. A special committee made a careful study and submitted a good report relative to THE COMPASS. A document relating to the focusing of the program was also prepared, but did not at that time advance beyond the discussion stage. I do not know how extensively either of these documents has influenced subsequent boards and national staff members. Certainly the improvements in THE COMPASS speak for themselves, and I understand the National Board is at present seeking to guide our efforts unitedly toward a limited set of specific objectives. I hope the work invested in both of these problems by our national boards of 1940-42 proved helpful to those who have borne the responsibility for initiating these changes.

The National Board over which I presided authorized the first joint meeting of our Association with three other national professional bodies, the Association of Schools, the Association of Medical Social Workers, and the Association of Psychiatric Social Workers. You all know that these joint meetings have been productive. I am of the opinion that the collaboration instituted among these groups may ultimately lead to some kind of organic relationship of far-reaching significance to the entire profession.

In 1940 the National Board launched the plan of locating important national committees in various sections of the country. One committee was centered in San Francisco, another in New Orleans, another in Cleveland, and so on. This plan worked so satisfactorily that it has been continued by subsequent national boards.

Within the space allotted, I cannot describe the work accomplished in 1940-42 by our important standing committees, or by the special committees we created to work on other assignments. Nor can I describe the activities of the staff and board in relation to such important matters as the National Roster, then in process of formulation. All of these projects were carried forward and each made its contribution to the program of our Association.

Every member of AASW has a right to be proud of the progress of this Association during its brief 25-year history. The organization has made, and is continuing to make, many significant contributions to the development of our profession. For all this we are deeply indebted not only to our present national board and our present national staff, but also to former national boards and former national staff members. We are likewise indebted to our chapters and our members throughout the country. Though we have differed in the past and will doubtless differ in the future as to means, there has never been, so far as I know, any real difference as to ends. We have always wanted to find ways to serve more effectively, not only the troubled people who are our immediate responsibility, but also the communities and the nation in which we live. Within the framework of purpose thus defined we have always, in spite of ups and downs, been able to achieve effective unity. I think we may reasonably expect this unifying purpose to guide our development in the future.

Grace L. Coyle, President 1942-44

The years between 1942 and 1944 in AASW history include one of those dips in morale, in

membership and in accomplishment which are not unfamiliar in the life of the healthiest organizations. As we look back on it now, the proportions of that period of stress and strain can be viewed with more perspective. It must be admitted that during the winter of 1942-43 the president's "lot was not a happy one." The significant fact is that the organization had a foundation of basic unity, of necessary function and of devoted membership which stood firm in those difficult days. With the appointment of Mr. Anderson and Miss Spencer to the national staff, the Association began with renewed vigor the development of a significant program. The range and vitality of our current activities are a tribute to our national leadership and to the loyalty of our membership.

There is just one other comment I should like to make on those two years. The second year, when we were in a position to get started again, confirmed in my mind a conviction I have long had, namely that the health of all organization depends upon the direction of its powers, to a considerable extent, outward. Too much concern with organizational structure and function, too much time spent on constitution and bylaws—yes, even on the membership question—produces the equivalent of a neurotic self-centeredness in an organization. A certain amount is, of course, essential to a smooth functioning and the provision of the necessary channels. But the bulk of our efforts should be directed vigorously and courageously to those purposes for which the organization exists—the raising of better standards of service, the strengthening of the profession through better professional education and better personnel practices, and the efforts to secure needed legislation to guarantee a higher standard of living and healthier social relations for our committees. It is work for these objectives, clearly and efficiently directed, which justifies the time, money and effort put into the AASW. It is on the opportunity to work for these ends that the Association can build its inner strength with its own members and its outer effectiveness in the life of our times.

Report on 1946 Delegate Conference

THE 1946 Delegate Conference was held in the 25th Anniversary year of the American Association of Social Workers. Members of the Association can be proud not only of the professional tenor of the deliberations of the Conference itself, but of what this signifies in terms of development of the Association. The Conference met in Buffalo for three days, May 17, 18 and 19. Despite uncertainties about housing and a threatened disruption of transportation, it was one of the largest Delegate Conferences. There were present 128 official delegates, representing 72 chapters and two delegates from non-chapter territory. Total attendance reached 200 including delegates, alternates, observers, members of the National Board and national committees and representatives from other organizations.

The Delegate Conference was characterized by broad representation of the Association's membership and full and frank discussion of important issues facing the Association. Careful preparation on the part of chapters was obvious. The sincere desire on the part of all the delegates to reconcile differences in point of view and to arrive at a common basis of agreement influenced the deliberations and contributed greatly to the success of the Conference.

Conference Actions

The most important question presented for consideration and action was the National Board's proposal to increase the membership dues and the Delegate Conference voted overwhelmingly to adopt the proposal. In keeping with this action the basic membership dues of the Association, *effective January 1, 1947*, will be \$10.00 for members and junior members, of which the national office will pay \$1.50 to the chapters. No change in dues of student members was recommended.

Action was taken to approve revisions in the Association's bylaws. The major changes provide for a two year term for officers and a change in the program year from October 1 to July 1. All bylaw changes will be ratified at a Corporation meeting on July 30, 1946.

Policy statements presented by the Committee on Organization and Planning of the Social Services were adopted by the Conference with some revisions. These statements were on:

- A National Housing Program
- Principles of Health Services and Medical Care
- Child Welfare Services

The Conference also voted to endorse the Statement of Principles on an International Welfare Organization which was submitted by the Committee on International Organization for Social Work. This action included a charge that the Association develop a platform statement in this area which would be comprehensive in scope and inclusive of social work's international responsibility.

Widespread interest on the part of Association members in all sections of the country was evidenced in the discussion of the revised Statement on Personnel Practices. The statement was adopted substantially as presented.

The policy statements on which action was taken will be distributed to chapters as soon as the necessary revisions have been made, and will be available to members of the Association and others on request.

Other Program Reports

A progress report from the Committee on Education for Social Work was given by Sue Spencer in the absence of A. A. Heckman, chairman of the committee. Robert Taber, chairman of the Committee on Organization and Planning gave a progress report for the Subcommittee on Services to Youth. The work of the Committee on Personnel Practices, on salaries in social work, as well as its recommendations for implementing the Statement on Personnel Practices, were reported to the conference by Florence Hosch, chairman of the committee.

Dr. David Schneider, a member of the Committee on Research and Statistics in Social Work summarized a report giving information about the Association's membership which was based on a tabulation of the data collected through the census of members conducted during 1945. The full report is published in this issue of THE COMPASS.

A report on actions taken by the National Board since the 1944 Delegate Conference was presented by Irene Farnham Conrad, President of the Association, in her opening remarks to the conference. This was followed by a detailed report on membership, chapter organization, finances and program, by Joseph P. Anderson, Executive Secretary. Mrs. Conrad's and Mr. Anderson's reports are given below.

Discussion of Program

A lively and productive discussion of the Association's program took place during the last

session of the Conference. Of particular importance was the question of whether the time had come for definite consideration of a merger of the various professional organizations in social work. The following motion was made by Mark Hale of the New Orleans Chapter, seconded by Lloyd Webb of the Washington, D. C., Chapter, and passed by the Conference with enthusiasm:

That the Board of Directors of the Association be instructed by this Delegate Conference to plan for and carry out as part of its program for 1947, specific activities aimed at a merger of the professional social work organizations.

This was followed by a motion recommending that chapters explore the possibility of cooperative endeavor with other professional associations on the local level. Chapters were also urged to synchronize local activities with national aims in connection with the following motion introduced by Don Howard of the New York City Chapter (lately returned from Europe and Asia.) This motion was passed with marked fervor.

That WHEREAS American social workers both in their professional capacities and as world citizens recognize their responsibilities to aid the cause of social welfare throughout the world, and

WHEREAS the battle for human dignity, personal freedom and social and economic justice is one which transcends national boundaries, and

WHEREAS millions of persons in the world at this moment lack critically needed food-stuffs,

THEREFORE BE IT RESOLVED that the National Board this year give primary attention to facilitating Association, chapter and individual action on such social welfare matters of international concern as the following:

1. Public interpretation of relief and welfare needs abroad;
2. Public interpretation of the responsibilities of the United States in helping to meet both emergency and longer range needs in other countries;
3. Interchange of social work personnel between this and other countries;
4. Interpretation to foreign social work personnel of American social work and its cultural setting;
5. Provision of assistance (both financial and other) for foreign social workers in special need;
6. Encouragement of activities through which American social workers may learn from and benefit by the experience of colleagues in other countries, and

7. Cooperation with appropriate groups in planning long range social welfare activities to be undertaken by the United Nations and other international bodies.

Greetings to the Conference

A letter from the President of the United States extending greetings and good wishes on the occasion of the Association's 25th Anniversary was read during the first session of the conference. Greetings were also received from the Canadian Association of Social Workers. A reception for former presidents of the Association held on Saturday afternoon, May 18th, was attended by those who participated in the Delegate Conference and a number of other Association members. The reception took the place of the 25th Anniversary Dinner which was cancelled because of the current food situation.

Resolutions Adopted by the Conference.

Association's Role in Professional Education

Introduced by the National Committee on Education for Social Work

RESOLVED that the Delegate Conference approve the action taken by the National Board on March 2, 1946, in the following resolution:

RESOLVED that the American Association of Social Workers should give active leadership in defining standards of professional competence, and in social work education through: (1) participation in formulation of educational standards; (2) interpretation of social work education and a recruitment program; (3) supporting increased financial aid to schools and students; (4) efforts to extend the resources for social work education; (5) promoting the quality of social work practice through studies and other appropriate methods.

Formulation of a Code of Ethics

Introduced by the Cleveland Chapter

WHEREAS there has been for a long time an interest in and need for a code of ethics for the profession of social work;

BE IT RESOLVED that this Delegate Conference request the National Board to authorize a committee to formulate a code of ethics for the profession of social work as soon as possible.

Review of Platform on Public Social Services

Introduced by the Committee on Organization and Planning

WHEREAS the Association's Platform on the Public Social Services has been revised from time to time, and

WHEREAS several separate statements of Association policy in the areas of national and international social services have also been adopted;

BE IT RESOLVED that the National Board of the Association be requested to provide for review of all such revisions and statements for the purpose of including them in a single document or series of documents based on general principles of coverage and the responsibility of the federal government to provide or to supplement services for all those in need, and

BE IT FURTHER RESOLVED that the results of such study be presented to the next Delegate Conference of the Association.

Social Workers Placement Service

Introduced by the San Francisco Chapter

WHEREAS the rapidly expanding social services are employing an increasing number of social workers throughout the United States, and

WHEREAS the United States Employment Service, through the Social Workers Placement Service with offices in San Francisco, California, has successfully demonstrated over a five year period the usefulness and effectiveness of such a service in the eleven western states and the Territories of Hawaii and Alaska, and

WHEREAS the American Association of Social Workers has gone on record as favoring a federal employment service;

BE IT RESOLVED, that the American Association of Social Workers actively promote the extension of Social Worker Placement Services in the United States Employment Service, such services to be national in scope and operated on regional bases, and

BE IT FURTHER RESOLVED that a copy of this resolution be sent to the Board of the Social Work Vocational Bureau urging that organization to assist in the development of such a service.

Recognition of Harry L. Hopkins

Introduced by the National Board

WHEREAS the death of Harry L. Hopkins, former President of the American Association of Social Workers, brought to an end a distinguished career of service to his profession and to his nation, and

WHEREAS in the positions of great responsibility as Federal Emergency Relief Administrator and later as Director of the Works Progress Adminis-

tration, he demonstrated outstanding executive ability and a profound concern for the welfare of all the people, and

WHEREAS during the Second World War he accepted and carried out successfully assignments of great importance to the freedom-loving nations of the world, and

WHEREAS to all of his tasks he brought the knowledge and experience of the social workers profession, rare insight into individual and social situations, great common sense, capacity for self-sacrifice, and a burning conviction that all people must have an opportunity to live in freedom from oppression and fear and want;

BE IT RESOLVED that this Delegate Conference of the American Association of Social Workers recognize the notable achievements of Harry L. Hopkins in social work, in service to his government, and to the world;

BE IT FURTHER RESOLVED that this resolution be made a part of the permanent record of this Delegate Conference, that it be published in *THE COMPASS* and that it be sent to his family.

Recognition of Linton B. Swift

Introduced by the National Board

WHEREAS the death of Linton B. Swift, active member and former President of the American Association of Social Workers, on April 11, 1946, terminated a life of great usefulness to his profession and to his country, and

WHEREAS in his position as General Director of the Family Service Association of America and in positions of leadership which he held in the National Conference of Social Work and the National Social Work Council, through his vision and creative ability he made a lasting contribution to the formulation of social work policy in the family field and on broad social issues, and

WHEREAS the following statement which he prepared and called "creed for social workers" expresses his philosophy and outlines the principles by which he lived and which he saw as an ideal toward which all social workers should strive:

I respect the dignity of the individual human personality as the basis for all social relationships.

I have faith in the ultimate capacity of the common man to advance toward higher goals.

I shall base my relations with others on their qualities as individual human beings, without distinction as to race or creed or color or economic or social status.

I stand ready to sacrifice my own immediate interests when they conflict with the ultimate good of all.

I recognize that my greatest gift to another person may be an opportunity for him to develop and exercise his own capacities.

I shall not invade the personal affairs of another individual without his consent, except when in an emergency I must act to prevent injury to him or to others.

I believe that an individual's greatest pride, as well as his greatest contribution to society, may lie in the ways in which he is different from me and from others, rather than in the ways in which he conforms to the crowd. I shall therefore accept these differences and endeavor to build a useful relationship upon them.

I shall always base my opinion of another person on a genuine attempt to understand him—to understand not merely his words, but the man himself and his whole situation and what it means to him.

As a first essential to the understanding of others, I shall constantly seek a deeper understanding and control of myself and of my own attitudes and prejudices which may affect my relationships.

BE IT RESOLVED that this Delegate Conference of the American Association of Social Workers recognize the distinguished service Linton B. Swift rendered to his Association, to social work and to the nation;

BE IT FURTHER RESOLVED that this resolution be made a part of the permanent record of this Delegate Conference, that it be published in *THE COMPASS* and that it be sent to his family.

Elimination of Settlement Laws

Introduced by the Washington, D. C., Chapter

WHEREAS existing legal settlement laws in the United States of America deprive people of their freedom to move, cause assistance and medical care to be given on a basis other than need, and

WHEREAS efforts and proposals to mitigate the effects of the settlement laws through reciprocal agreements among states, uniform residence laws, or separable federal financing of non-residents fail to remedy the situation and have created additional problems, and

WHEREAS nothing short of the elimination of residence requirements would make it possible to provide assistance and medical care to all needy people;

BE IT RESOLVED that this Delegate Conference of the American Association of Social Workers go on record as urging that all settlement laws in the field of public welfare be abolished, and

BE IT FURTHER RESOLVED that the Conference propose that all chapters undertake simultaneously, under the direction of the National Board, an active program for the repeal of residence laws in the field of social welfare in their own states and communities.

Endorsement of National Health Act

Introduced by the Washington, D. C., Chapter

WHEREAS the American Association of Social Workers has a deep concern for the health of the nation and believes that a program of health must provide continuity and integration of health and social services, including preventive, diagnostic, treatment and convalescent care, and

WHEREAS the American Association of Social Workers believes that the federal government should be the guarantor of adequate public health and medical care services;

BE IT RESOLVED that the American Association of Social Workers endorse the general purposes, principles and philosophy of the proposed National Health Act, S. 1606, and urge its enactment with such amendments as will serve to extend and strengthen the grant-in-aid and insurance benefits features of the Bill;

BE IT FURTHER RESOLVED that Association chapters and chapter members be urged to communicate to their Congressmen their views regarding the desirability of immediate favorable action on the Bill since it is at present being considered in hearings before the Senate Committee on Labor and Education.

Endorsement of Forand Bill

Introduced by the National Board

WHEREAS the American Association of Social Workers supports the principle that public assistance should be supplementary and complementary to the security program of social insurance and should be available to meet the needs of all those unable in other ways to maintain for themselves and their dependents an adequate standard of living, and

WHEREAS this objective can best be accomplished by a unified public assistance program for which there is adequate financial and administrative participation by the federal and state governments, and

WHEREAS there has been introduced into the House of Representatives a bill entitled the "Public Welfare Act of 1946", H. R. 5686, which pro-

poses to amend the Social Security Act in order to achieve these purposes: (1) that the states may be enabled to meet actual need wherever it exists, and (2) that the federal government may deal with the states on a unified rather than piecemeal basis in the welfare field;

BE IT RESOLVED that the American Association of Social Workers endorse the general principles and philosophy of the Public Welfare Act of 1946, H. R. 5686;

BE IT FURTHER RESOLVED that Association chapters and members be urged to communicate with their Congressmen their views on the desirability of immediate favorable action on this bill.

Endorsement of Wagner-Ellender-Taft Bill

Introduced by the Westchester County Chapter

WHEREAS the 1946 Delegate Conference of the American Association of Social Workers has adopted a platform statement which recognizes

That good housing is a basic essential for wholesome living and maintaining and improving the stability of family life;

That middle and low income families cannot be provided with enough good housing without additional legislation to effect more rapid construction, more construction in the lower cost ranges, and financing plans within the capacity of the consumers' needs;

That additional provisions for governmental stimulation and aid is necessary for eliminating slums and rehousing the population of existing slums and blighted areas;

That the recently enacted Veterans Emergency Housing Act will not provide necessary basic legislation for solving the long-range housing problem or for meeting fully the immediate emergency;

That the Wagner-Ellender-Taft Bill, S. 1592, provides sound and far-reaching measures for solving these problems and for facilitating the success of the Veterans Emergency Housing Act;

BE IT RESOLVED that the American Association of Social Workers 1946 Delegate Conference endorse the general purpose, principles and philosophy of the Wagner-Ellender-Taft Bill, S. 1592, and urge its enactment with such amendments as will serve to make it a more effective instrument of housing policy;

BE IT FURTHER RESOLVED that Association chapters and chapter members be urged to communicate their views regarding the desirability of immediate favorable action on the Bill to the House

of Representatives Banking and Currency Committee and to their representatives in the House;

BE IT FURTHER RESOLVED that a copy of this resolution be sent to each member of the House Banking and Currency Committee.

In Support of Increased Food Supplies for Famine Areas

Introduced by the National Board

WHEREAS millions of persons face famine now and in the months to come, and

WHEREAS food shipped from the United States has not been proportional to the needs or to what we can provide, and

WHEREAS this assistance to starving nations can be provided with a minimum of sacrifice by the American people, and

WHEREAS such action is necessary for the establishment of lasting peace;

BE IT RESOLVED that this Delegate Conference of the American Association of Social Workers urge our government to increase its famine emergency program of immediate shipments of food and increase production of foods needed for relief, and obtain by requisition, if necessary for purchase by other governments and UNRRA a much larger proportion of our abundant food supply than has been made available to date;

BE IT FURTHER RESOLVED that our government provide for consumer rationing to assure fair distribution at home of any foods made scarce by these actions, at the same time safeguarding the interests of farmers, workers and employers who may suffer disadvantage by this all-out effort to stop the march of famine;

BE IT FURTHER RESOLVED that copies of this resolution be sent to the President of the United States, the Secretary of Agriculture, the Secretary of State and the United States representative on the Combined Food Board.

Establishment of Permanent International Social Welfare Agency

Introduced by the Washington, D. C., Chapter

WHEREAS the Economic and Social Council of the United Nations has established a Temporary Social Commission to review international organization in the social field and problems not dealt with by existing organizations and to make recommendations to the Council regarding the structure of commissions and sub-commissions and possibly of new specialized agencies which it appears desirable to maintain or establish, and

WHEREAS immediate action is urgently needed to deal with grave social problems, including those created or aggravated by the war, and

WHEREAS the American Association of Social Workers is vitally interested in the creation of an effective international agency in the social welfare field;

BE IT RESOLVED that the American Association of Social Workers urge that the Economic and Social Council take immediate steps to establish a permanent international social welfare agency, comprehensive in scope, adequately financed and staffed with qualified personnel;

BE IT FURTHER RESOLVED that in the event that services now being provided by UNRRA are terminated adequate provision be made for the care of displaced persons;

BE IT FURTHER RESOLVED that copies of this resolution be sent to Sir Ramaswami Mudaliar, president of the Economic and Social Council of the United Nations, and to Mr. John G. Winant, United States representative on the Economic and Social Council.

Appreciation of Planning for Conference

Introduced by Mr. Elwood Camp, Nebraska Chapter

WHEREAS the 1946 Delegate Conference of the American Association of Social Workers has taken important actions to extend and strengthen the program of the Association, and

WHEREAS this conference has recorded its position on vital questions of national and international import, and

WHEREAS the success of this conference has been due to the preparation given by the National Board, national committees, national staff and the thoughtful study and participation by chapters;

BE IT RESOLVED that the Delegate Conference commend those responsible for planning and carrying out the program of the Conference, and

BE IT FURTHER RESOLVED that the Delegate Conference express its sincere appreciations for the outstanding leadership given to the Association by our President and for her efficient, effective and charming conduct of this conference.

Report of Irene Farnham Conrad, President

TWO years have elapsed since the last Delegate Conference. In 1944, in view of the many national and international developments related to public social programs, we set about the job of revising our platform on the public social services. The work of the national Committee on Organization and Planning of the Social Services and of its subcommittees culminated in policy statements which were discussed and acted on by the Conference. We revised our statement on work, on employment service, the social insurances, public assistance, and we added sections on vocational rehabilitation and international relief and rehabilitation. We also amended our bylaws to provide for a student membership classification. I know you will all agree that this action was sound for the future development of our Association.

Board Actions Since Last Conference

General Administration

Special attention was given to the administration of the office to determine whether or not savings could be made which might in turn be used for program activities.

The office work in connection with the admission of members, the collection of national dues, and in many cases differing amounts for the

chapters, the multitudinous changes of address, take considerable staff time.

The Executive Assistant, Mrs. Amy Wells, with the cooperation of all of the staff has studied each office operation and each clerical position in the light of the job to be done. A reorganization resulting in different job assignments has produced some savings. The National Board recognizes that this could not have been done except for the long national office experience and intimate knowledge of many of the staff and the wholehearted cooperation of all of them.

The National Board took action to revise the membership reinstatement regulations to provide a more workable system for the readmission of former members. This action has resulted in a substantial increase in the return of persons who were not eligible for reinstatement under our former rulings.

During 1945 we conducted a membership census which will give us valuable data about members for current and future use. Serious consideration was given by the Board to the publication of a biographical directory of the membership. Although we recognize the need for a directory we decided that it would be more economical to reorganize our permanent membership files so that current information about our members would

be available at all times. We are planning to publish a directory as soon as it is feasible to do so.

To provide information about the national Association in a form to make it readily accessible to chapter officers, a new Handbook for Chapter Officers was published in the fall of 1945.

The National Board has felt for some time the need to make some necessary changes in our bylaws. A committee has completed work on revisions which will be acted upon at this Delegate Conference.

Chapter-National Relationships

Another area to which the National Board has given considerable attention has been the organization and administration of chapters and the means for strengthening the relationship between chapters and the national office. The work of our Committee on Chapters has resulted in several specific recommendations to the staff and Board which have been put into effect, which related to field visits of national office staff, regional institutes for chapter officers, use of members of the National Board and national committees by chapters, preparation and distribution of program material.

The Committee on Publications has developed an editorial policy for *THE COMPASS* and made specific suggestions regarding ways in which our publication can be more useful to the entire membership.

Program Plans

When it became apparent early in 1945 that it would not be possible for us to hold a Delegate Conference that year it was decided that the March 1945 Board meeting should be devoted to study of current and long range program plans for the Association. National and international developments were surveyed and a course charted for the Association which would enable it to serve its members, the field of social work and the nation most effectively. The decisions made at that meeting were reported to you through a special letter to all the membership and in detail to chapters through the minutes of the Board meeting and through reports prepared by the program committees which were organized following the Board meeting.

This continuity of program planning has made possible the best use of the time and efforts of the professional staff. The National Board believes that the program accomplishments have been immeasurably greater because of the excellent work of the committees and the unusually fine work of Mr. Anderson, the Executive

Secretary and Miss Spencer, the Assistant Executive Secretary.

The activities of the Association this past year have reflected its purposes, first to advance the quality of social work and second to make available our knowledge to influence emerging social programs. The work of our committees on Registration and Licensing, Personnel Practices, Education for Social Work, Wartime Committee on Personnel, Civil Service, International Organization for Social Work, Public Social Policies, Organization and Planning of the Social Services and its subcommittees, as well as that of other Association committees, has brought a positive response from the membership and from other agencies and organizations. This indicates that our work is meaningful and productive.

At this Delegate Conference you will have a chance to take action on recommendations which some of these committees have prepared. The recommendations on housing, medical care, child welfare services and international social work are being submitted to strengthen further our platform on the public social services. A new statement on personnel practices, for which there has been a very great demand, is also being submitted for your consideration and action.

Finances

In the past there have been from time to time surplus funds used to augment the program of the Association but these funds have never been available on a continuing basis. The National Board in the fall of 1944 had to discontinue the special recruiting project because of lack of money. At this time the Board learned that it was impractical to approach foundations without long-time planning and much preparation of special projects.

The National Board has given careful attention to our finances. Our budgets have been prepared with due consideration for the demands which were being made upon us and the income available. During this past year it has become increasingly apparent that as the program of the Association gains vitality and significance, increasing demands for service come from the committees, the membership and from the community. A research staff is needed to collect the kind of data which a professional association is called upon to supply and to provide basic material for committees. The National Board believes that if these demands are to be met our program must expand. An expanding Association program requires additional staff service. In order to provide this additional staff service the National Board has decided to submit to you a proposal for increasing our income.

Report by Joseph P. Anderson, Executive Secretary

THIS year marks the 25th Anniversary of the founding of the American Association of Social Workers. There have been a great many changes in social work during the past quarter of a century. These changes are reflected in the relationship of social work and social workers to our social agencies, to our communities and to the nation. Since its founding in 1921, the Association has grown in strength and effectiveness so that it now is recognized as an outstanding force in social work locally and nationally. It is appropriate on an occasion of this kind to review the progress which we have made. For that reason I would like to submit as a part of my report information about membership trends, chapter organization and financing, in addition to material about program.

Membership Trends

There has been a steady increase in the number of individual members in the Association since its organization, as shown by the following table:

1921	1,691
1925	3,288
1930	4,657
1935	8,639
1940	11,274
1945	10,213
1946	10,800

The high point in membership enrollment was reached in the year 1940, when there was a total of 11,274 members. The low point after that was 10,179, in 1944. Since that time there has been a steady increase so that in 1946 our membership stood at 10,800. Of these 10,353 were full members, 277 junior members, 164 student members and 6 were guest members from the Canadian Association of Social Workers.

We have reason to be encouraged by the consistent growth in the total number of individual members and particularly by the recent upturn in membership. Several steps have been taken to assure the continued growth of the Association. The first step was the establishment of a student membership classification. This action was taken at the 1944 Delegate Conference and has already resulted in bringing into the Association's membership several hundred persons who were, or are, students in graduate schools of social work. The National Board revised its rule on reinstatement so that persons who formerly were members of the Association can now become members

again without meeting the current membership requirements. A third step was that taken by the National Membership Committee, which outlined a program of recruiting persons into AASW membership. At the last Delegate Conference, Genevieve Gabower, who was then chairman of the National Membership Committee, reported in detail on the plans which had been worked out by the committee and which were being put into effect by local membership committees. The increase in membership is due largely to the efforts of the National Membership Committee and the local chapter committees.

Before leaving membership I would like to say a word about Section 6. As you know, our bylaws provide that "under exceptional circumstances the National Board can elect to membership persons who do not meet our regular requirements." During the ten-year period in which Section 6 has been in effect a total of 141 individuals have become members under this exceptional circumstance clause. The largest number admitted during any one year does not exceed 34.

Chapter Organization

The Association started with no provision for local organization. There are at the present time 98 chapters, in 42 states and in Hawaii and Puerto Rico; we do not have chapters in the following states: New Hampshire, Vermont, New Mexico, Nevada, Idaho and Wyoming. We are hoping that before too long it will be possible for us to have some form of group organization in these states. Our chapters vary in size with five large chapters where there are 350 or more members, nine chapters with a membership between 200 and 300 members; fifteen chapters have from 100 to 200 members; twenty-four chapters with from 50 to 100 members and forty-five chapters with less than 50.

The variance in the size of chapters has brought home to us the need for doing better planning in providing service to chapters. We recognize that there can be differences in chapter organization and program, depending on the size of the chapter. The Committee on Chapters is working on the problem of developing means by which the national office can be of maximum help to all chapters.

The visits which Miss Spencer and I have made to chapters have convinced us that regardless of the size of chapters the Association is becoming increasingly helpful and constructive in the many communities where we have chapters.

We have been impressed with the range and vitality of the activities that are being undertaken and recognize that this is largely due to the excellent local leadership which our Association can command.

Association Finances

The financial resources available to an organization represent another measure of its strength. In 1931 we had total income from membership dues of \$24,200. In 1934 that was increased to \$38,700. In 1935, when a dollar increase in dues was voted, the income jumped to \$46,300. In the succeeding years our income grew as our membership grew so that in 1941 our income was \$64,900. The drop in membership in 1942 reduced income from membership dues to \$61,100. This was further reduced in 1943 to \$58,900. In addition to the decrease in membership the decision on the part of the National Board to permit men and women in the Armed Forces to remain members without payment of dues also contributed to the reduction in income. During one year approximately 500 members of the Association who were in the Armed Forces were granted this special member status. Our current increase in membership, as well as the fact that the men and women returning from the Armed Forces will now be paying their dues, indicates that our income during the coming year will increase.

Our expenditures can be classified roughly under the following headings: salaries for clerical and professional staff, office supplies, committee travel, staff travel, publications and miscellaneous. I have prepared a table comparing the percentage of income spent for the above items during 1940, which was the year we had the highest income, and the year 1946.

	Percentage of Budget	
	1940	1946
Salaries	62%	52%
Office supplies	18%	17%
Committee travel	6%	12%
Staff travel	7%	8%
Publications	6%	10%
Miscellaneous expense	1%	1%

It should be a source of satisfaction to all of us that the Association can finance its own activities from money obtained through membership dues. Because this is our money, as an Association we do not have to ask anyone else or report to anyone on how we spend it. Even though we may wish to obtain additional funds from other sources to finance special projects, it is my hope that it will be possible for us to continue to finance the major activities of the Association through membership dues.

Association Program

The present Association program is related to the problems facing social work which are an outgrowth of the broad social and economic developments which occurred during the war and postwar periods. At its meeting in March 1945 the National Board made some important decisions regarding the program of the Association. It expressed the conviction that the activities of the Association should be related to its purpose and to the resources available for carrying on a program. After careful consideration of the many problems on which work should be done by a professional social work organization, the National Board selected several areas which it considered to be of primary importance. Since a delegate conference was not to be held in 1945 the Board made known its decisions by a special letter to the entire membership and invited discussion and comment.

In general the responses to the communication and to subsequent reports on the progress being made indicated that the activities of the Association were related to the needs and interests of the membership. The National Board believes that a periodic discussion and evaluation of the program is important for the Association. It was for this reason that time has been allowed during the final session of this Delegate Conference on Sunday morning for a review of the present program with the hope that such discussion would serve as a directive to the incoming Board for future program planning.

The responsibility for carrying on the program activities of the Association is delegated by the National Board to national committees. The committees, with staff assistance, work under a general assignment outlined by the Board and with guidance from the Board which is obtained through presentation of reports on committee activity during National Board meetings. Final reports and recommendations of national committees are submitted to the National Board for review and action before they are presented to the membership.

This Delegate Conference will have an opportunity to hear and discuss the reports of the following committees which have been active during the past two years: Committee on Organization and Planning of the Social Services and its subcommittees on housing, medical care, child welfare services, and services to youth, Committee on Personnel Practices, Committee on Education for Social Work and the Committee on Revision of the Bylaws. In addition to these there have been other committees which have worked on important assignments from the Board, but it was not possible to have reports from all Associa-

tion committees included in the Conference agenda.

Finally, I would like to make some observations about what has happened to the profession during the last four or five years. The profession of social work has felt the impact of war as has every other field of endeavor. In my opinion this has resulted in very important gains for us. The first gain is the increasing recognition on the part of more people of the value of the social services. There is a greater demand for the kind of knowledge and insight and skill that professional social workers have. With this recognition has come the opportunity for professional social workers to work in new settings. Social workers have worked in military hospitals, in housing projects, in day care programs, in community mental hygiene clinics. Our services have been used in industry as well as in labor unions. We have learned to work in agencies where policies are determined by persons other than social workers. This has contributed to another important gain.

This second gain is the acceptance of the social worker as a part of a professional team in offering a program of services. We have developed a good working relationship with representatives of other professional groups. In the military hospital, for example, social workers are now accepted as members of a professional team on which are included the psychiatrist, the physician, the nurse, the dietitian, the psychologist, and others.

Third, there has been a development of greater consciousness as a professional group. This developing professional consciousness has contributed greatly to the vitality and effectiveness of the Association's activities at the local as well as the national level.

We face a future that is charged with uncertainty, danger and hope. It is charged with uncertainty because we are in a period of tremendous economic, social and political change and we do not know what our social, economic and political institutions are going to be like in the future. There is danger because we are not

sure that in solving the problems which we face we will use all the resources available to us. There is hope because there is evidence that our leaders are consciously trying to plan and to provide the machinery through which all groups can contribute to the solution of these problems.

The developments during the war years hold out the promise that the social work profession will have an increasingly important role to play in the future. We need to give critical attention to the ways by which we in this Association can use what resources we have to the best advantage and to see how we can join with other organizations to get the total job done. The Wartime Committee on Personnel in the Social Services has made a real start in bringing the representatives of the various professional associations in social work together to work on common problems. Real progress has been made and lasting values derived from the work of this committee. Our hope is that it is going to be possible for us to continue to maintain our cooperative relationship and to do more to coordinate and integrate our efforts.

As a profession our horizons have been broadened, our experiences have been deepened and our convictions have been strengthened during these past several years. As a professional association we face a future of unlimited opportunities as well as responsibilities. Our ability to make the most of these opportunities and to fulfill our obligations will depend on decisions that we are going to make in the very near future—on some of the decisions that we are going to make at this Delegate Conference. We need to look realistically at the things that need to be done and decide those which can be done best by an organization like ours. I would like to suggest that we keep before us this prayer that I found in the novel called "The Gauntlet" by James Street, which I have paraphrased, but which I think a group like ours can well consider. The prayer is: "Oh Lord, give us the patience and understanding to accept the things which we cannot change; and, Lord, give us the strength and the courage to fight for the things that we know we can change; but most of all, Oh Lord, give us the wisdom and the good sense to see the difference between the two."

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<i>Personnel in the Social</i>	
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